

AGENCY FOR INTERNATIONAL DEVELOPMENT  
WASHINGTON DC 20523

ACTION MEMORANDUM FOR THE ASSISTANT ADMINISTRATOR, ANE

FROM: ANE/AF, Gary Mansavage SUBJECT: Afghanistan--Education Sector Support Program  
(306-0202) Authorization Amendment

Action: We request your approval of an amendment to the activity authorization for the Education Sector Support program to:

- (i) add \$16.0 million to raise life-of-project funding to \$30.3 million;
- (ii) extend the project assistance completion date (PACD) to December 31, 1992; and,
- (iii) approve an extension of the contract with the University of Nebraska at Omaha (UNO) on a non-competitive basis.

Discussion: The original design of the Education Sector Support Project (ESSP) was intended to address primary education and literacy training needs of the people of Afghanistan. Efforts in both areas were haphazard and grossly inadequate up until the time the ESSP began. To meet the massive needs of Afghan education, the original AAM proposed a budget of \$55 million. This was scaled down considerably in the AAM, and on August 8, 1986, the project was authorized at a level of only \$8.9 million for a three-year period in recognition of the uncertainties to be confronted and the likely availability of funds. The authorization approved the rural primary education, literacy training and scholarship components as well as efforts to assist the establishment of the Educational Center for Afghanistan (ECA). The authorization included a waiver for non-competitive procurement of the services from the University of Nebraska at Omaha. A contract was signed with the University of Nebraska at Omaha on September 23, 1986, at a total estimated amount of \$7.1 million. On March 8, 1988, with AA/ANE concurrence, the Acting A.I.D. Representative amended the Activity Authorization to increase the life-of-project funding from \$8.9 million to \$14.3

million. Subsequently, the contract with the University of Nebraska at Omaha was increased to \$14.3 million.

After only two years of implementation, the UNO and ECA have been very active. Accomplishments to date are impressive: the number of rural primary schools assisted has reached 1,610 in two winters, 20,000 mujahideen have received literacy training; and 42 Afghan students are in non-degree programs at the UNO. The October, 1988 Rapid Assessment concluded that "the Project has, in a remarkably short time, accomplished a complex, important and difficult series of tasks with efficiency and effectiveness, notwithstanding the difficulties of the environment in which it must operate." As an example, the quality of textbooks is widely praised by people within and without the project, and ECA and UNO receive many requests to use the books in both refugee schools in Pakistan and non-ECA schools in Afghanistan.

The Rapid Assessment and the AAM Amendment address the need for continuing ECA support of rural primary schools; textbooks must be further revised, the schools need more textbooks and more supplies, and teachers and district directors require training. Both the rapid assessment and the AAM Amendment call for improvements in the quality of Primary Education and Literacy Training and raise questions regarding the cost effectiveness of the Scholarship Program. In addition, the AAM Amendment addresses an urgent need for manpower training in basic administrative skills.

The need to maintain the original project components, and the addition of the manpower development components require yearly funding at levels only slightly higher than the FY 1988 OYB for a total addition of \$19.8 million in obligations over the FY 1989 to FY 1991 period.

The AAM Amendment also requests the non-competitive extension to the contract with UNO to implement the amended project. We recommend that you approve the extension based on the attached justification (TAB B).

On December 16, 1988, the Task Force reviewed the AAM Amendment and recommended your approval of the three proposed actions.

There are no policy issues to be addressed at this time.

Recommendation: That you sign the attached authorization amendment (Tab A) increasing authorized funding by \$16.0 million to \$30.3 million, extending the PACD to December 31, 1992, and the attached waiver (Tab B) approving the non-competitive extension of the UNO contract.

Attachments:

1. Tab A: Authorization Amendment
2. Tab B: Waiver for Non-Competitive Extension of Contract
3. Tab C: AAM Amendment

Clearances:

DAA/ANE:Treese	<u>(subs)</u>	Date: <u>12/27/88</u>
ANE/AF:JMalick	<u>(draft)</u>	Date: <u>12/27/88</u>
ANE/PD:RFVenezia	<u><i>JW</i></u>	Date: <u>12/27/88</u>
ANE/TR:BTurner	<u>(draft)</u>	Date: <u>12/24/88</u>
ANE/DP:LRogers	<u>(draft)</u>	Date: <u>12/27/88</u>
GC/ANE:HMorris	<u>(draft)</u>	Date: <u>12/27/88</u>
PPC/PB:MRugh	<u>(draft)</u>	Date: <u>12/27/88</u>

*PL*  
ANE/PD/SA:PLapera:myra:12/23/88:7-8964:Doc#0191p

AGENCY FOR INTERNATIONAL DEVELOPMENT  
WASHINGTON D C 20523

ASSISTANT  
ADMINISTRATOR

ACTIVITY AUTHORIZATION AMENDMENT No. 2

Name of Country: Afghanistan

Name of Activity: Education  
Sector Support Project

Number of Activity: 306-0202

Pursuant to Section 904 of the International Security and Development Assistance Act of 1985, and the provisions of the Foreign Assistance Act of 1961, as amended, the Education Sector Support Activity was authorized on August 8, 1986 with a life-of-activity funding of not to exceed Eight Million Nine Hundred Thousand Dollars (\$8,900,000) in grant funds. The authorization was amended on March 9, 1988 to increase the life-of-activity funding to Fourteen Million Three Hundred Thousand Dollars (\$14,300,000). Pursuant to Section 537 of the Foreign Operations, Export Financing and Related Programs Appropriations Act for FY 1989, the authorization is hereby further amended to: (a) increase life-of-activity funding by \$16,000,000 to a new total of not to exceed \$30,300,000 in grant funds, subject to the availability of funds in financing certain foreign exchange and local currency costs of the project; and (b) extend the project assistance completion date to December 31, 1992.

The activity amendment will provide, inter alia, for humanitarian assistance related to primary education, literacy training, manpower development and a scholarship program for the free Afghan people remaining in Afghanistan and those returning to Afghanistan, and for technical assistance in connection therewith.

All other items and conditions as provided for in the original activity authorization, as previously amended, shall remain in full force and effect, except as hereby amended.

Carol C. Adelman  
Carol C. Adelman  
Assistant Administrator  
Bureau for Asia & Near East

12/26/88  
Date

Clearances:

DAA/ANE: TReese	(subs)	Date: 12/27/88
ANE/AF: GMansavage	<u>Jm (draft)</u>	Date: <u>12/27/88</u>
ANE/PD: RFVenezia	<u>Jm (draft)</u>	Date: <u>12/27/88</u>
ANE/TR: BTurner	(draft)	Date: 12/24/88
ANE/DP: LRogers	(draft)	Date: 12/27/88
GC/ANE: HMorris	(draft)	Date: 12/27/88

ANE/PD/SA: PLapera:myra:12/23/88:7-8964:Doc#0191p

AGENCY FOR INTERNATIONAL DEVELOPMENT  
WASHINGTON D C 20523

Waiver Number: ANE/89/G/4/306-0202

ACTION MEMORANDUM FOR THE ASSISTANT ADMINISTRATOR, BUREAU FOR ASIA AND NEAR EAST

FROM: ANE/AF, Gary Mansavage

SUBJECT: Afghanistan--Education Sector Support Program  
(306-0202) Authorization Amendment: Non-competitive extension of a contract.

- a. Country: Afghanistan
- b. Authorization: 306-0202
- c. Nature of Funding: DA & ESF
- d. Description of Services: Technical Assistance to the Educational Council for Afghanistan
- e. Value of Services: \$14.7 Million (\$30.3 Million total)
- f. Source: University of Nebraska at Omaha

Action: We request your approval of non-competitive procurement of technical services from the University of Nebraska at Omaha.

Problem: To approve the non-competitive procurement of technical services from the University of Nebraska at Omaha to continue support for the implementation of the Education Sector Support Program, Project 306-0202.

Background: In August of 1986, the Assistant Administrator for Asia and Near East approved a negotiation of a contract with the University of Nebraska at Omaha (UNO) for the implementation of this project on a non-competitive basis and without publication of a Commerce Business Daily (CBD) synopsis. This waiver of competition for the procurement of technical services was granted under the authority of Section 904 of the International Security and Development Cooperation Act of 1985, and, inter alia, was based on UNO's substantive geographic expertise and ability to initiate implementation immediately, in recognition of the urgency associated with the implementation of the project.

On March 9, 1988, the Acting A.I.D. Representative approved a non-competitive contract amendment to the UNO contract from \$7,100,000 to \$14,300,000 and a waiver of the CBD notice. In State 013429 dated January 15, 1988, the ANE Bureau concurred in the amendment to increase the life-of-activity funding from \$8.9 million to \$14.3 million.

Discussion: In the amended project, the Primary Education, literacy and Scholarship Program components will continue the activities being carried out by the University of Nebraska at Omaha (UNO) and the Educational Center for Afghanistan (ECA). Under the Primary Education and Literacy components, the following will continue: the provision of salaries, textbooks, kits, and materials to rural primary schools in Afghanistan; the training of district directors and teachers; literacy training; and support to ECA. In addition, a high school textbook revision pilot activity will be supported. Under the Scholarship program component, scholarships will continue to be provided at the UNO.

The UNO, and the ECA and its parent organization the Educational Council of the Seven Part Alliance (ECSPA), have developed a very close working relationship. UNO employs a number of Afghan professionals who work effectively with the ECA and are respected by ECSPA. This is a very important factor in the USG's relationship with the Alliance. Similarly, UNO does not play merely an advisory role, but is intimately involved with the implementation of the project.

Thus, under normal circumstances, procurement of another contractor's services would disrupt both the project's implementation and political relationships. It would take at least one year for a new contractor to bring itself up to speed with the Primary Education, Literacy and Scholarship Program components. Indeed, at this advanced stage of implementation, it is doubtful that the Alliance would accept another contractor.

However, the circumstances are not normal. Following the signing of the Geneva Accords in April, 1988, A.I.D. developed a transition strategy for its Afghan program. Under the transition strategy, the focus of the program is on resettlement and initial rehabilitation. The time frame for the strategy is short--no more than three years. Given such a constraint, it would be impossible to bring a new contractor on board and have it complete all planned activities by the end of 1992.

Authority: Subpart 706.302-70, (a) (2) of the A.I.D. Acquisition Regulations (AIDAR) states that full and open competition need not be obtained when it would impair or otherwise have an adverse effect on programs conducted for the purposes of foreign aid, relief and rehabilitation. 706.302-70; (b) (3)(i) states that this authority may be used for: "an award for which the Assistant Administrator responsible for the project or program makes a formal written determination, with supporting findings, that compliance with full and open competition procedures would impair foreign assistance objectives, and would be inconsistent with the fulfillment of the foreign assistance program."

The discussion above indicates that not proceeding with a contract extension with UNO would not only impair the project, but also the program, and, therefore, the U.S. Government's foreign assistance objectives regarding Afghanistan.

Recommendation: That you approve the non-competitive procurement of the University of Nebraska at Omaha to provide technical services under the project, by signing below.

Approved: Carol Adelman

Disapproved: \_\_\_\_\_

Date: 12/26/88

Clearances:

DAA/ANE:TReese	<u>subs.</u>	Date: <u>12/27/88</u>
ANE/AF:JMalick	<u>(draft)</u>	Date: <u>12/27/88</u>
ANE/PD:RFVenezia	<u>✓</u>	Date: <u>12/17/88</u>
ANE/TR:BTurner	<u>(draft)</u>	Date: <u>12/24/88</u>
ANE/DP:LRogers	<u>(draft)</u>	Date: <u>12/27/88</u>
GC/ANE:HMorris	<u>(draft)</u>	Date: <u>12/27/88</u>
SER/PPE:JMurphy	<u>(draft)</u>	Date: <u>12/24/88</u>

cc: USAID/REP:LCrandall  
M/AAA/SER:JOWens  
ANE/PD/PCS:Waiver Book

ANE/PD/SA:PL<sup>PL</sup>apera:myra:12/23/88:7-8964:Doc#0191p

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UNCLASSIFIED

OFFICE OF THE A.I.D. REPRESENTATIVE  
FOR AFGHANISTAN AFFAIRS

AMENDED

ACTIVITY APPROVAL MEMORANDUM  
FOR THE EDUCATION SECTOR SUPPORT PROJECT (ESSP)  
(No. 306-0202)

UNCLASSIFIED

NOVEMBER, 1988

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UNATTACHED ANNEX:

RAPID ASSESSMENT  
EDUCATION SECTOR SUPPORT PROJECT  
EDUCATION DEVELOPMENT CENTER, INC.  
OCTOBER, 1988

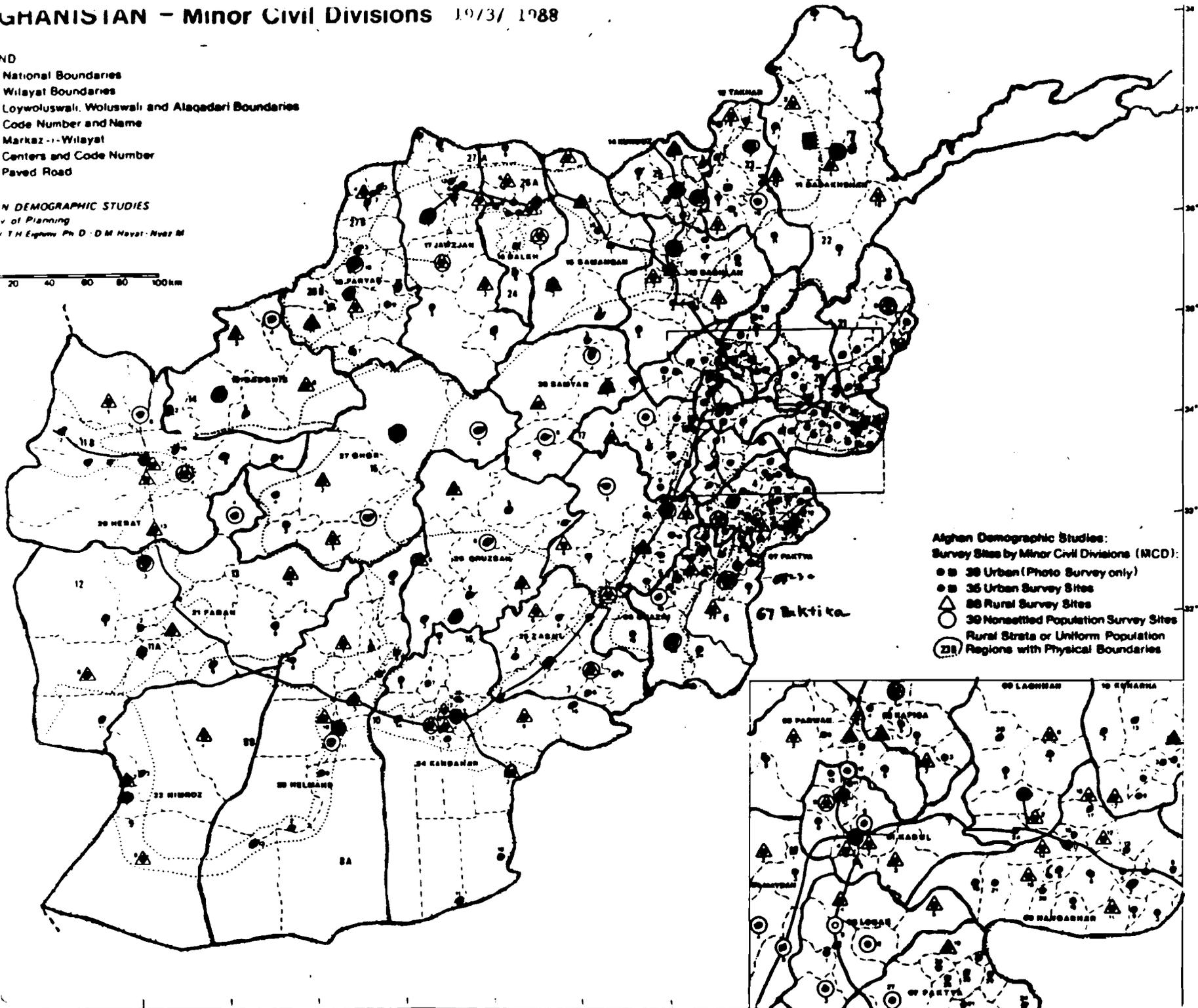
# AFGHANISTAN - Minor Civil Divisions 1973/ 1988

## LEGEND

- National Boundaries
- - - Wilayat Boundaries
- - - Loywuluswali, Woluswali and Alaqadari Boundaries
- Code Number and Name
- Markaz -- Wilayat
- " Centers and Code Number
- Paved Road

AFGHAN DEMOGRAPHIC STUDIES  
 Ministry of Planning  
 A. Ashraf, T.H. Eghdami, Ph. D., D.M. Hovrat, Navez M.

0 20 40 60 80 100 km



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GLOSSARY and LIST OF ACRONYMS

- AAM** -- Activity Approval Memorandum
- ACBAR** -- Agency Coordinating Body for Afghan Relief, an organization of PVOs to coordinate the repatriation of Afghan refugees. An Education Sub-committee is one of its component parts.
- AEC** -- Afghanistan Education Committee, a branch of the Swedish Committee for Afghanistan.
- AF** -- Asia Foundation, the organization which administers the ESSP scholarship program in Pakistan.
- AID/REP** -- AID Representative for Afghanistan Affairs, the office administering U.S. assistance to Afghanistan.
- Alliance ( or Seven Party Alliance )** -- The group of political parties, headquartered in Peshawar, through which the U.S. channels aid and which manages Mujahideen activities inside Afghanistan. The official name of the Alliance is the Islamic Unity of Afghan Mujahideen.
- CBA** -- Cross-border activity. One which takes place inside Afghanistan.
- Dari** -- One of the two major languages of Afghanistan, a variant of Persian or Farsi.
- ECA** -- Education Center for Afghanistan, the operational arm of the ECSPA.
- ECSPA** -- Education Council of the Seven Party Alliance, an organization with representation from six of the seven parties which sets educational policy and guides the work of the ECA.
- ESSP** -- Education Sector Support Project, the current and redesigned project which provides AID assistance to cross-border education.
- GOP** -- Government of Pakistan.

IRC -- International Rescue Committee, a PVO currently engaged in a variety of activities aiding Afghans, including manpower training.

Jihad -- An Islamic "holy war," in this case the struggle of the Mujahideen to rid Afghanistan of the Russians and of the national government supported by the Russians.

Mujahideen -- Afghan freedom fighters, young men who are the soldiers of the resistance movement.

Pushto -- One of the two major languages of Afghanistan, the language of the Pushtoon.

PVO -- Private Voluntary Organization.

Tanzim -- Dari term for party, refers to any one of the seven parties in the Alliance.

UNHCR -- United Nations High Commissioner for Refugees, the UN coordinating body for refugee affairs.

UNO -- The University of Nebraska at Omaha, the contractor for the ESSP project.

USAID ( or AID ) -- United States Agency for International Development.

## I. PROJECT SUMMARY

The Educational Sector Support Program (Project No. 306-0202) was authorized on August 8, 1986. The original life of the project funding was \$8.9 million and later was increased in 1988 to \$14.3 million. The current Project Assistance Completion Date (PACD) is July 31, 1989.

The ESSP is currently being implemented through the University of Nebraska at Omaha (UNO). An assessment of the project in October, 1988 found that the ESSP had accomplished a great deal in a short time given the difficult situation of working cross-border and in a country at war. The UNO technical team was given high marks and the assessment recommended that the project continue, albeit with some revision, to provide education to the people of Afghanistan. These services will be important to the resettlement and rehabilitation of the country.

### Recommendation:

That project funding be increased by an additional \$18,700,000 for a revised Life of Project funding of \$33,000,000 and the PACD be extended to December 31, 1992, except for the Scholarship Program component, which will be extended to December 31, 1985.\*

### Beneficiaries:

The people of free Afghanistan.

### Implementing Entity:

Obligation of funds will be through an extension of the contract with a U.S. university, namely the University of Nebraska at Omaha, to provide technical support for the Rural Primary Education, High School Textbook Revision, Literacy Training and Scholarship components of the project. Since there is no recognized government in Afghanistan, a traditional bilateral project agreement is not possible. Obligation of funds for the Manpower Development component will be through a cooperative agreement with an organization selected through a competitive process.

### Source/Origin/Nationality:

United States, Pakistan, Afghanistan and, when approved in writing by the AID Representative, Geographic Codes 935 and 941.

### Goal

The goal of the project is to provide education to the Afghan people, with a principal focus on primary education.

### Purpose

The purpose of the project is three-fold:



will conduct classes for developing priority skills as identified by studies. At the same time, the organization will refine skills areas to be taught and course content. The manpower development program will be "portable" so that it can be moved into Afghanistan at the earliest appropriate time. The invitation for applications (IA) will be issued to U.S. organizations now working in Pakistan with Afghans and which are experienced in manpower development.

#### -Scholarship Program

The non-degree program now at the University of Nebraska at Omaha will continue for one more year (until August 1990). The scholarship program will then gradually include scholarships donated by other U.S. universities and colleges. AID will participate in the in-country (Pakistan) preparation of the scholarship students, arranging their travel to the U.S. and providing some scholarship support to supplement the financial aid now being sought from U.S. universities.

#### Monitoring and Evaluation:

Because of the war in Afghanistan, monitoring of the project-supported schools will be carried out by Afghans trained to examine the existence of schools and, to the extent possible, the quality of teaching. It is expected that USG personnel will begin to assume some of the monitoring tasks, if conditions permit, within the life of the project.

Project Funding Requirements (See Table 5 for obligation analysis and schedule):

#### Estimated Expenditures by Project Elements\* (in \$000s)

<u>Components</u>	<u>FY89</u>	<u>FY90</u>	<u>FY91/92</u>	<u>Total</u>
1. Primary Schools	5,257	6,667	7,430	19,354
2. High School Text Revision-Pilot	50	40	30	120
3. Literacy Training	382	460	460	1,302
4. Manpower Development	300	500	500	1,300
5. Scholarship Program	840	1,030	2,300	4,170
6. Contingency	448	571	704	1,723
Totals	7,277**	9,258	11,424	27,969

\* Excludes \$5,031,000 expended from inception through 9/30/88.

\*\*Includes pipeline of \$5,454,000 as of 10/1/88.

## II. BACKGROUND

### A. Political, Social and Economic Context

The war in Afghanistan is a horrible tragedy. Ten years of fighting and nine years of Soviet occupation have left Afghanistan in a state of acute physical destruction. An estimated 1 to 2.5 million of Afghans are dead; enormous numbers of persons are injured, maimed and crippled; many widows and orphans are destitute and without means of support; and some five million Afghans have taken refuge in Pakistan and Iran. In addition, there are another two million who have moved within Afghanistan to cities or to rural areas considered more secure than their former homes. From an economic standpoint the situation is also grim: because of the destruction of animals and agricultural infrastructure, food production has dropped to only 45% of 1978 pre-war levels; and industry and commerce have been severely disrupted by the Soviet occupation. The Afghan regime continues to reflect the interests of the Soviet occupiers and is expected to be replaced, in the post-occupation period, by new political leaders representing Afghan national interests. However, it will take tremendous efforts for Afghanistan to recover from the physical destruction, suffering and the severe damage to the economy.

As the war draws to a close, plans for resettlement of the Afghan refugees are being drawn up. The return of the refugees will not be easily arranged. Working against their return will be conditions which include continued political instability, the presence of millions of land mines throughout the countryside, shortages of food and health facilities, and the disruption of the economy, especially agriculture. Some refugees and displaced persons will be reluctant to abandon living in Pakistan, Iran or new locations within Afghanistan. Rehabilitation of war-damaged facilities will be essential, as will recovery from war wounds, illness and the general disruption of personal lives.

One of the most basic governmental services, education, will be crucial to the transition from wartime to peacetime. The existence of functioning schools will help maintain returned refugees as well as prepare children at a basic primary level and offer literacy-deprived adults broader opportunities to participate in the economy of the recovering nation. The desire for education has been strongly expressed by all groups to be involved in resettlement and rehabilitation: the commanders and people inside Afghanistan, the political parties and the refugees.

## B. The ESSP to Date

In 1985, AID began its program of activities for wartime support of the Afghans resisting the Soviet occupation. The ESSP was one of the five AID projects started at the time. It was designed to address primary school needs and to provide literacy training to the freedom fighters. To date, AID is the only donor systematically involved with education inside Afghanistan.

Project implementation commenced in October, 1986, with the arrival of the University of Nebraska at Omaha (UNO) technical assistance team's director and deputy director. Under the guidance of the Educational Council of the Seven Party Alliance (ECSPA), the Education Center for Afghanistan (ECA) was established a month later and immediately began to function with the help of the UNO team. The ECA was staffed by members, many of them educational professionals, of the six Afghan parties participating in the ECSPA. The ECA's work is organized under seven departments: Academics and Supervision, Curriculum Development, Literacy, Teacher Training, Planning and Foreign Relations, Finance, and Administration. The Presidency of the ECA rotates among the department heads, and the head of the Administrative Department is the permanent Vice-President.

The first area of project activity was cross-border support of primary schools inside Afghanistan. In the first six months of the project (November, 1986 through April, 1987) a rapid revision of existing Afghan textbooks was accomplished, and texts in both the Dari and the Pushto languages were published in the areas of science, social studies, language, mathematics, and religion for grades 1 through 3. At the same time, schools in the liberated regions of Afghanistan were identified or established and, in June and July of 1987, textbooks and supplies (classroom kits consisting of maps, charts, number and letter boards, individual slateboards, chalk, notebooks, and pencils) were sent to 643 schools in Afghanistan's northern, central and eastern provinces.

Since this time, textbooks for grades 4 and 5 have been developed, books for grade 6 are nearing completion, production of classroom kits has continued, new schools have been established or located, and the distribution of books and supplies has continued on a regular basis. As of October, 1988, the ECA had printed 500,000 textbooks and provided varying levels of textbooks and teacher salary support to 1,610 primary schools located in all of the provinces of Afghanistan. The schools have an enrollment of approximately 87,000 students.

In 1988, the project began a monitoring process in order to verify that the schools existed, the materials had arrived and the teachers had received their salaries. The monitoring involves three phases with groups of monitors sent into Afghanistan to find and visit the schools. The monitoring system

is ongoing and the complete results are not in. In addition, the ESSP has added a program to train and send into Afghanistan District Directors for each of the districts of Afghanistan. These District Directors check on each school in a district as well as provide inservice teacher training. At present, some 130 District Directors have been trained and are working in Afghanistan.

In addition to the support of primary schools inside Afghanistan, the project has also undertaken literacy training for Mujahideen (i.e., freedom fighters) who spend the winter months in bachelor camps in the Peshawar area. A two volume literacy textbook in both Dari and Pushto versions, The Alphabet of Jihad Literacy, was completed in the fall of 1986. In the winter of 1986-87, 5,640 freedom fighters in ten camps were trained for four months in basic literacy. Seventy-two percent of these students passed the final exam, indicating a minimal literacy at the third grade level. Three hundred seventy-six literacy teachers were hired and trained, in addition to directors, assistant directors and supervisors. In preparation for continuation of the 1987-88 winter training, a manual covering literacy training procedures and teaching methods was produced. In the winter of 1987-88, 11,980 freedom fighters were trained in literacy by 595 teachers. This number of students includes some who returned for the second year of study.

The final area of project activities consists of a scholarship program designed to provide Afghans training in public administration related to various areas (engineering, health, agriculture, veterinary science, education, and liberal arts). English language instruction is also included, as are internship or apprentice experiences. This training is offered at the University of Nebraska at Omaha. The training lasts for one year and is designed as a non-degree program. Twenty-one students began this program in Omaha in February, 1988, and a second group of 21 began in August, 1988. Candidates are nominated by the six political parties participating in the ECSPA. The management of the project from the Peshawar end has been subcontracted to the Asia Foundation (AF). The AF screens the candidates, provides cultural orientation and helps with visa and travel arrangements.

In October, 1988, a three-member team was contracted by the Office of AID/Representative to assess the progress of the project during its first two years. The assessment team found that the ESSP had accomplished a great deal in a short time and in a difficult situation. Specifically, the assessment team found the following.

-The ECA and the ECSPA had developed considerably as educational institutions with the help of the UNO technical support team. The ECA and the ECSPA now manage substantial amounts of funds, teaching materials and data, with oversight by the UNO.

-The cross-border school program has been successful, especially in the numbers of schools it has started in Afghanistan in a relatively short period of time. However, the issue of quality had largely not been addressed, but, through training and supervision, the new District Director program would help bring more quality to the schools. Nevertheless, effective teacher training remains a problem.

-The scholarship program was examined and found to have operated well given the constraints under which it was originally conceived. However, the assessment team had questions as to the cost effectiveness of the program, given the tremendous needs of education in Afghanistan. It also observed that much of the time in Omaha was spent in classes learning English, an activity that could be less expensive in Pakistan.

-The assessment team concluded that the literacy program had been very successful, especially in the number of freedom fighters trained in basic literacy. The program and the texts designed for the training appear to be very popular in the camps. However, the team questioned whether three months is enough to teach true literacy and suggested that better methods be devised to assess achieved levels.

-The assessment team examined the verification process. While the first and second stage monitoring is still ongoing, several problems have emerged. For one, the monitoring teams are finding only about half of the schools thought to be in operation. This can partially be accounted for by the conditions of war that exist in many of the areas where the schools are and by the difficulties of overland travel in Afghanistan. The ESSP expects that the ratio of schools verified will increase as the monitors continue their work.

-The assessment team also found that the verification process had created data management problems for the ECA and UNO, notably the definitional problem of when a school becomes or ceases to be an ECA school. The data management system used by the ECA and the UNO has been improved so that this issue is now resolved.

Table 1  
Summary of ESSP Achieved Outputs  
October 1988

<u>Component</u>	<u>Output</u>
Primary Schools	
-Schools Supplied,	1,610
of which	
-Schools Verified,	636
of which	
-Schools Salaried	291
Total Number of Students (in 1,610 schools)	
-First Grade	34,294
-Second Grade	24,117
-Third Grade	20,347
-Fourth Grade	4,482
-Fifth Grade	2,374
-Sixth Grade	<u>1,319</u>
Total	86,933
Books Published	500,000
District Directors Trained	130
Total Number of Literacy Students	
-1986-87	5,640
-1987-88	11,860
Total Number of Scholarship Recipients	42

*Handwritten notes:*  
40% of 1,610 = 636  
18% of 1,610 = 291  
45% of 636 = 291

### C. Afghan Educational Needs

Afghanistan educational needs are vast. Afghanistan is a country of overwhelming illiteracy and one that has seen its meager pre-war educational system collapse in the face of a massive Soviet invasion and a 10-year war of liberation. Most Afghans have simply not had the opportunity to study at any level for the last ten years and most of those who had some training prior to 1978 have not had the opportunity to use their skills and need refresher courses.

Afghanistan is now nearing the end of its struggle and this will enable many of the five million refugees to return. The returning Mujahideen and refugees will put additional strain on the already inadequate Afghan educational institutions.

Education and training will have to be provided to enable Afghans to participate in the rebuilding of their country.

The educational needs of Afghanistan will include support for public schools at all levels, especially at the primary level. Simply to return to the very inadequate pre-coup level will require a tremendous effort. Afghanistan will also need middle schools, high schools, adult education facilities, technical schools, teacher training colleges, and a reconstituted and restaffed University of Kabul.

The discussion of major needs below is not limited to those to be addressed by the project. Needs to be addressed by the amended project are shaped by constraints to large scale educational efforts and the Mission's Transition Strategy.

### 1. Needs in Rural Primary Education

There is a need for putting in place a functioning primary education system, i.e., for establishing new schools, improving existing schools, providing schools with books and supplies, hiring and training teachers.

Given the lack of detailed knowledge on the level and quality of existing primary schools and the parameters of the expected influx of refugees, it is difficult to specify the number of schools needed. The U.N. recently estimated that over 5,000 primary schools would be needed (see Table 2). At a minimum, the pre-war level of 3,000 must be reached; however, this is considered to be inadequate. Table 3 illustrates the number of refugees expected to return, by province, and the number of schools which have received support from the ECA.

Table 2  
Estimate of Number of Schools and Teachers Required for  
the Resident and Returnee Populations

Region	No. of Schools Required for 40% enrollment of 6-14 age group	No. of teachers
North	693	5,199
North East	615	4,617
East	1,099 *	8,247
East Central (excl. Kabul)	924	6,933
South	1,137 +	8,527
North West	667	5,004
Total	5,135	38,527

Source: Office of the United Nations Coordinator for Humanitarian

and Economic Assistance Programs Relating to Afghanistan.  
First Consolidated Report, Geneva, September, 1988

Table 3  
Afghan Refugees by Province of Origin  
and Distribution of ECA Schools

<u>Province</u>	<u>Pre-War pop. (1) (000s)</u>	<u># of refugees(2) (000s)</u>	<u>% of pop. refugees</u>	<u># of ECA schools(3)</u>
Kandahar	597	466	78.1	78
Nangrahar	745	399	53.6	51
Ghazni	647	380	58.7	122
Paktya	492	349	70.9	86
Logar	258	283	109.7(a)	81
Paktika	245	268	109.4(a)	--(b)
Laghman	311	224	72.0	48
Kunar	250	223	89.2	40
Farah	235	200	85.1	38
Herat	769	192	25.0	44
Helmand	518	155	29.9	40
Nimroz	104	117	112.5(a)	3
Baghlon	494	104	21.1	89
Kunduz	555	76	13.7	54
Kabul	1,319 (?)	69	5.2	40
Parwan	410	53	12.9	62
Uruzgan	444	51	11.5	67
Zabol	177	49	27.7	64
Ghor	338	43	12.7	41
Badghis	234	43	18.4	38
Badakshan	498	29	5.8	33
Samangan	273	15	5.5	59
Balkh	569	13	2.3	69
Wardak	298	9	3.0	102
Jowjan	589	7	1.2	70
Takhar	520	5	1.0	46
Bamian	269	na	na	28
Faryab	583	na	na	64
Kapisa	346	na	na	53
<b>TOTAL</b>	<b>19,087</b>	<b>3,822</b>	<b>29.2</b>	<b>1,610</b>

(a): Definitional problems. Logar included in Kabul and Paktika included in Ghazni and Paktya. Nimroz figures unreliable.

(b): Paktika figures included in Ghazni and Paktya.

- Sources: 1. Census of Afghanistan (1979) and Afghan demographic studies (1975)  
2. UNHCR English Report (1988)  
3. UNO Quarterly Report (September 30, 1988)

Building and operating a school system will be difficult. Afghanistan is a country of some 15,000 villages, populated by subsistence farmers and shepherds. Historically, these villages had no schools, and the only education was religious, provided by a village Mullah, who would teach the young boys to chant the Goran in Arabic. The Kabul government began a program in the 1960's to start village schools and by 1974 there were 1,905 public village schools for grades one to three. Adding Islamic schools to this, the number of primary schools totaled approximately 3,000. Many of these were one teacher schools and operated without books or teaching materials, and most of the village school teachers had little training.

With the Soviet invasion and the Marxist coup virtually all primary rural education was lost. After the Mujahideen took control of the countryside, the Kabul government was unable to operate in the rural areas, and the only schools available became those operated by the resistance commanders. The number of primary schools operating in the country is unknown, but reports from inside the country indicate that there might be as many as 2,500 rural primary schools. In some cases, the ESSP aided commanders associated with the Seven Party Alliance in Peshawar in starting or maintaining schools. In other cases, the local villagers may have continued to operate the government schools after government support collapsed. Many of these schools are doubtless minimal operations. At the same time, there are indications that others are quite good and well organized. Primary schools in urban areas controlled by the regime are Marxist and unacceptable to both the Alliance and commanders.

## 2. Need for Literacy

There is a need for tremendous efforts to increase literacy, estimated at 10 per cent before the war and drastically reduced since, for a generation denied the opportunity to become literate. As a pre-requisite to other forms of training, increased literacy will enable Afghans to participate in the rebuilding of Afghanistan. This need has been expressed by the commanders and people inside Afghanistan, the political parties and the refugees.

## 3. Immediate manpower needs for the resettlement and rehabilitation of Afghanistan

A cadre of Afghans trained in clerical and basic administrative functions is needed immediately and over the short-term to support initial efforts in resettlement and rehabilitation.

There is presently a critical shortage of skilled workers in Afghanistan able to perform basic clerical and managerial functions, caused by the 10-year disruption in education. Those who previously had training have lost their skills over the

period of the war. Also, many of the trained Afghans have fled Afghanistan and will not return. Demobilization after the fighting winds down will mean that jobs and training will have to be available for Afghans who have spent much of the last ten years fighting to liberate their country or in refugee camps. These freedom fighters will want to participate in the rehabilitation and rebuilding of Afghanistan, and will need training for employment that gives them both income and self-respect. In a report done by consultant Dr. John Farr in the spring of 1988, a broad range of critical training needs were identified. The report emphasized that, as resettlement and rehabilitation efforts increase, persons with competent administrative skills will be needed by the U.N., PVOs and other entities. Based on an informal survey of PVOs and Afghan leaders in Peshawar and Quetta, the report found that the needs most often mentioned as critical were:

- Accounting
- Computers
- Filing
- Office Management
- Procurement
- Record Management
- Typing

#### 4. Secondary and Technical Schools

Secondary education in Afghanistan has virtually ceased. A few secondary schools in regime-controlled urban areas maintain a Marxist curriculum. The ECA has identified fifteen high schools in liberated areas.

#### 5. Higher Education Needs in Afghanistan

In order to have the number of managers, professionals and academics required for the reconstruction of Afghanistan, Kabul University will have to be reconstituted. The need for higher education will be great because many qualified college-age Afghans were unable to obtain higher education or fled the country. Kabul University, while still functioning, was devastated the Soviet occupation. The University was altered to reflect a Communist curriculum and, reportedly, the quality of education has greatly deteriorated.

In addition, the former faculty and staff of the University were direct targets of those in the regime who were threatened by intellectuals. As a consequence, University faculty members were imprisoned and many killed. Those who could fled to Pakistan and many eventually moved to the United States or Europe.

A comprehensive effort to reconstitute Kabul University will be long-term and expensive, and cannot begin in full force at this

time. However, there is a need to begin the planning process now. The present state of the University could be assessed and available faculty should be identified and contacted.

In addition, many higher education professionals in Afghanistan are now out of date in their academic areas and will need to brush up their skills and re-establish professional contacts. They need to begin attending academic meetings in their areas and assembling materials needed to re-establish their intellectual lives.

#### D. Constraints to Addressing Needs

There are a number of constraints to addressing all of the needs identified above. They are:

- Funding levels required to rebuild schools, hire and train teachers, reconstitute Kabul University, etc. are not now available;

- Resettlement is the highest priority and, accordingly, it is important to allocate limited funding levels to critical areas in health and agriculture, and distribution of food and basic necessities;

- The political and security situation limits in-country activities and dictates a continuing cross-border approach;

- Qualified Afghan counterparts are scarce;

- There is a need for greater coordination among the U.N., international donors and PVOs;

- The uncertain political future means that donor relationships with Afghan counterparts are tentative; however, it appears that the Alliance, councils of elders, and commanders will all have some role in the new Afghanistan.

### III. PROJECT RATIONALE AND STRATEGY

#### A. Overview of Project Strategy

The amended project will be focused on improving activities under the original project which are the most feasible and cost effective, and tailoring such activities to resettlement and rehabilitation requirements over the next three years. This will include: maintaining and improving the rural primary education

system and literacy training developed by the ECA; introducing manpower development of skills most pertinent to reducing Afghanistan dependence on outside assistance in resettlement and rehabilitation efforts; and offering scholarships to develop a cadre of professionals necessary for the rehabilitation and to initiate the reconstruction of Afghanistan

The strategy of the amendment is illustrated in Figure 2, below, which provides a schematic relating problems and needs to activities in the original and amended project components.

Figure 2

<u>Problem</u>	<u>Original Components</u>	<u>Amended Components</u>
3,000-5,000 schools needed	Provide support to as many schools as possible; now stands at 1,610.	Focus on improving quality in 1,000 schools. Others will receive texts.
Less than 10% literacy	Literacy training provided to approximately 15,000 Mujahideen.	1 yr. more to Muj. To be moved into Afghanistan, not limited to Mujahideen.
Lack of adequately trained people in basic admin. skills	Original project did not address this need.	New program to meet immediate needs for resettlement and rehabilitation.
Afghan professionals/academics killed	UNO provided scholarships to 42 students in 2 years.	Another year of scholarships at UNO. Add'l scholarships to be leveraged from other colleges and univs. Content to be improved.

#### B. Relationship of Project to Transition Strategy

Now that the Geneva Accords have been signed and a U.N. Coordinator has been appointed, to the extent possible, the Mission's program will support and be coordinated with U.N.-led efforts. However, it will take the U.N. considerable time to

gear up. Also, the political future of Afghanistan remains uncertain, and refugees are not yet prepared to resettle. Given these circumstances, the Mission has had to devise a Transition Strategy. Basically, the parameters of the strategy are as follows:

- for the next three years the use of Afghan delivery systems, which the AID program has helped establish, will continue;

- based on the experience and successes of the CBHA, the Mission will provide guidance to the U.N.;

- the program will be focused on facilitating transition from relief to resettlement, rehabilitation and reconstruction;

- the program will look beyond resettlement to those activities judged necessary to help maintain returned refugees in Afghanistan;

- the transitional program can be viewed in the context of a three-tier framework, consisting of resettlement and rehabilitation, activities to reduce dependence on outside assistance, and activities to address serious problems requiring longer-term solutions;

- none of the three individual categories above is more important than the others, as there are a range of complicated factors to be considered;

- accordingly, institution-building efforts will not be abandoned entirely, but will be more directly related to resettlement and rehabilitation, i.e., they will address immediate or short-term needs;

- maintenance of primary schools established or supported under ESSP is a priority.

In terms of utilizing Afghan delivery mechanisms, it is important to note that the ESSP is one of the most successful projects in the portfolio and has been very effective in utilizing Afghan mechanisms through the ECSPA and ECA.

The nationwide network of teachers and administrators is a highly visible political indicator of the resistance's ability to perform the public administration functions of a civil government. As discussed in III. D., Relationship of Project to Other Donor Activities, the project has produced textbooks and other didactic material which are acceptable to the U.N. and utilized by PVOs. In the very near future, project textbooks will be used in refugee camps. The project has also put in place a modest, yet effective primary education system which can be built upon by any future Afghan government, the U.N. and PVOs.

The successes of the ESSP will enable the Mission to provide guidance on working in the education sector to the U.N. and other donors. Thus, the project will provide an important opportunity for developing cooperation between the U.N., PVOs, the Alliance, and commanders linked to the Alliance.

The four major components of the project are: 1) Improvement of Rural Primary Education, 2) Literacy Training, 3) Manpower Development, and 4) the Scholarship Program. The first component, comprising most of the project's budget, is a third tier activity in the Mission's Transition Strategy, i.e., it addresses a problem requiring a longer-term solution, but is, nonetheless, a stated priority in the strategy. Furthermore, it can be argued that this component will be important to the resettlement process. Having a primary education system in place has kept Afghans from fleeing their provinces and will also have a positive impact on maintaining refugees once they return to Afghanistan. The literacy training activity, by continuing to make Mujahideen and other adults literate, will lead to increased Afghan participation in the resettlement and rehabilitation process. Manpower Development, by enabling more Afghans to be involved quickly in this process, is a second tier activity since it will reduce dependence on outside assistance. Lastly, the provision of scholarships will increase the cadre of Afghan professionals able to participate in the rehabilitation and reconstruction of Afghanistan and is, therefore, a third tier activity.

The Mission recognizes that more emphasis should be placed on certain health and agriculture activities crucial to the resettlement process. However, the ESSP must be maintained for several important reasons. The ESSP, in combination with smaller PVO efforts, has provided the only functioning primary education system and the major effort in literacy training. As stated above, the ESSP represents one of the Mission's most successful attempts at utilizing an Afghan delivery system. Indeed, the delivery system is politically important, since it is built on effective consensus of six of the seven Alliance parties and is actively supported by commanders throughout Afghanistan. By providing popular, appropriate textbooks and kits to the population in Afghanistan, it has enhanced political acceptance of the resistance.

The Mission's program budgets for FY 1989 and FY 1990 reflect significantly increased emphasis on health and agriculture related to resettlement, yet maintain ESSP given its importance. While the FY 1988 OYBs for the Education, Health and Agriculture Sector Support Projects were \$6,350,000, \$7,200,000, and \$4,500,000, respectively, the FY 1989 OYBs for Health and Agriculture are double and more than triple the FY 1988 level at \$14.0 and \$16.0 million, respectively. Education increases only slightly to \$7.0 million. The proposed FY 1990 levels for

Health, Agriculture and Education projects are \$15.0, \$18.0 and \$8.0 million, respectively. For FYs 1989 and 1990, ESSP is allocated only 11% of the total OYB.

### C. Project Component Strategies

#### 1. Improving Rural Primary Education

During the last two years, the ESSP has been successful in establishing new schools in rural areas and in locating schools which have sprung up in villages under the sponsorship of commanders or village elders who are determined to keep education alive. As this component represents the major effort of providing primary schools in rural areas and will form a basis for any efforts under a new government, it should continue. However, as the monitoring system of the project is in place, the component will now emphasize improving the quality of the nearly 1,000 schools expected to be verified shortly. In order to improve the quality of the education in those schools soon to be verified, the project will provide adequate books and supplies, better trained teachers and regular supervision by District Directors. Given the project's limited budget, the rationale of concentrating support on approximately 1,000 schools is to establish a higher quality primary school system, which will be replicated and built upon an improved political situation.

#### 2. Literacy Training

The strategy for continuing the highly successful literacy training will be to maintain the training for one more winter, and then to broaden participation by moving the training into Afghanistan. To the extent feasible, ECA-supported schools and teachers will be used.

#### 3. Manpower Development

Manpower training needs in post-war Afghanistan will be vast. This will be true no matter what the political situation is and no matter how the terms "manpower" and "needs" are defined. Given the lack of education at all levels for the 10-year period of the war and the dispersal of trained individuals, millions of dollars could be expended to train Afghans in areas necessary for the long-term reconstruction of the country.

However, given the project's limited budget and the need to concentrate on resettlement and rehabilitation, the Manpower Development component will be very focused. Training will develop those skills most directly related to planning and administering resettlement and rehabilitation efforts over the next three years. Such areas are identified above in II., Background. The types of skills targeted can be imparted

quickly. Therefore, Afghans will work in place of support staff who otherwise would have been expatriates and will be able to participate, early on, in the effort of rebuilding their country.

#### 4. Scholarship Program

Basically the strategy under this component is twofold: 1) to leverage contributions of scholarships from a number of colleges and universities; and 2) to improve the content of study programs provided by the scholarships by concentrating on those areas most directly related to the initial rehabilitation and reconstruction of Afghanistan.

#### D. Relationship of Project to Other Donor Activities

A number of other organizations have been or will be involved in education for Afghans, including the U.N., the Government of Pakistan and many PVOs. However, only a small number are engaged or plan to be engaged in cross-border education, the rest working with the large refugee population.

##### 1. The United Nations and Multi-lateral Efforts

While the Office of the Coordinator for Humanitarian and Economic Assistance Programs for Afghanistan has begun to consider resettlement and reconstruction questions, little firm planning has emerged. UNESCO and UNICEF have been given the initial responsibility for coordinating education, but have not yet made plans. It appears that, initially, education will play a minor role in the rehabilitation effort given the enormous needs in health, food and other areas.

Formed since signing of the Geneva Accords, ACBAR (Agency Coordinating Body for Afghan Relief), plans to coordinate the activities of all PVOs and other agencies dealing with the Afghans and is divided into sub-committees, including a sub-committee on education. AID strongly supports ACBAR and UNO participates actively on the Education Sub-committee. At this time, the Education Sub-committee has met only twice, but it has already endorsed the primary textbooks produced by UNO/ECA.

The UNHCR continues to monitor and oversee some aspects of education for the refugees by funding, through PVOs and the GOP, a number of schools in the refugee camps and various manpower training activities. UNHCR has no activities or plans to be directly involved in cross-border education.

Best Available Document

## 2. The Government of Pakistan

The GOP, through the Educational Wing of the Commission for Afghan Refugees, supports a number of schools in the refugee camps. In the Northwest Frontier Province (NWFP) there are 622 schools in the camps. The GOP now estimates that 90% of the boys in the refugee camps of school age attend school. Additionally, the GOP has a 21-day teachers training program. Several thousand Afghan teachers have been trained in this program and are now teaching in the camp schools. This has provided an emergency stop-gap measure for the immediate crisis in education created by the large influx of refugees in the early 1980's.

The GOP plans to continue these relief efforts at the present level, but expects not to be involved within a couple of years, when the Afghans return.

## 3. Private Voluntary Organizations

A number of PVOs operating in Pakistan in Afghan relief activities are involved in education, although only one is involved in cross-border education. The activities of the PVOs include literacy training, primary, secondary and some advanced education, teacher training, and manpower development. While in some areas there is considerable assistance to the Afghans, the support is lacking in the areas planned under the amended project.

Cross-border rural education is carried out by only one PVO in Pakistan, the Afghanistan Education Committee (AEC) associated with the Swedish Committee. The AEC operates about 258 schools in Afghanistan, through individual commanders. In addition, the AEC supplies books, teachers salaries and materials to its schools.

The other major PVO working in education for the Afghans is the International Rescue Committee (IRC). IRC works primarily in the refugee camps. It operates a number of schools in the camps and in Peshawar. With regard to the AAM amendment, IRC is actively involved in manpower development. IRC's manpower training, which is all in English, is geared to simple office tasks for Afghans who are already working in offices. Trainees undergo either a one week intensive course or a longer training program. Both programs deal with simple office tasks such as bookkeeping, report writing, record keeping, and inventory control. IRC plans to continue these efforts.

Other PVOs are involved in other aspects of Afghan education on a smaller scale. None of these PVOs are involved directly in the areas that this amendment contemplates.

#### 4. Coordination with Other Donors

The amended project will be coordinated with other donor activities as follows:

-UNO will actively participate in the Education Sub-committee of ACBAR;

-AID will maintain a steady and frequent dialogue with the U.N.'s Office of the Coordinator, UNICEF, and UNHCR to monitor U.N. plans and activities in education;

-primary textbooks will be provided to PVO/UNHCR/GOP refugee camps and non-ECA schools; and

-the amended project's of the Manpower Development component will be implemented through a U.S. organization with experience in training Afghans, and other donors will be encouraged to participate in support for this as well as other components.

### IV. AMENDED PROJECT DESCRIPTION

#### A. Goal and Purpose.

##### 1. Goal

The goal of the project is to provide education to the Afghan people, with a principal focus on primary education.

##### 2. Purpose

The purpose of the project is three-fold:

-To maintain and improve the rural primary schools and literacy training operated during the war;

-To train Afghans in basic skills for employment, especially those related to the resettlement and initial rehabilitation of Afghanistan; and

-To train Afghans through scholarships granted by U.S. colleges and universities in programs most relevant to the initial rehabilitation and reconstruction of Afghanistan.

#### B. Project Components

The amended project will consist of five components: 1) Improvement of Rural Primary Schools, 2) Revision of High School

Textbooks (pilot activity), 3) Literacy Training, 4) Manpower Development, and 5) Scholarship Program. The first three components will be implemented by ECA and UNO, the fourth by a U.S. organization, while the fifth will be implemented by UNO, working with other U.S. colleges and universities.

1. Improvement of Rural Primary Schools

Support for primary education and literacy training will consist of the following three activities:

-Maintenance of approximately 1,000 existing ECA schools, and distribution of textbooks and materials to selected non-ECA and refugee camp schools;

-Expansion of support for District Directors and for teacher training activities; and

-Maintenance of support for the ECA.

a. Maintenance of 1,000 Existing ECA Schools and Distribution of Textbooks and Materials to Selected Non-ECA and Refugee Camp Schools

Number of Schools to be Assisted and Monitoring

To date, the ECA has sent textbooks and instructional materials to a total of 1,610 primary schools inside Afghanistan. It has verified that these texts and materials have arrived at 636 of these schools. Monitoring teams are in Afghanistan at the present time, and the ECA estimates that they will verify an additional 294 schools. Thus, the total of verified schools will soon be approximately 930. Due to budget limitations and in order to focus on improving the quality of the schools, the amended project will support the verified schools, i.e., approximately 1,000 schools. (This number may vary by 100-200.) Should increased AID or other donor funding become available, numerous additional schools could be supported. Schools in areas where the largest number of refugees are returning will be the highest priority. Given the difficulties of monitoring schools inside Afghanistan under the present conditions, early support will be given to those schools which are closest to Pakistan, near main roads, in areas where the weather is not too severe, or are, due to whatever factors, easiest to monitor and supervise.

Monitoring efforts will continue, although their focus will change somewhat. It will always be important to verify that money and materials sent into Afghanistan actually arrive at intended destinations. During verification visits, it seems likely that other schools will be found. These will be reported, as it is important to accurately identify and record the location and status of as many primary schools as possible in Afghanistan. However, the approximately 1,000 schools to be aided by the ESSP

will soon be identified; and, except for occasional replacement when a school drops out of the program, the designation of schools to be aided will not be a function of the monitors. Of course, aid in the form of textbooks and kits will continue to be provided to non-ECA schools on a modest basis, and the identification and monitoring of such schools by the monitoring teams will continue. As the project matures, it will be possible for the monitors to pay more attention to the qualitative aspects of education in addition to their traditional function of reporting on the quantitative aspects. Brief workshops will be offered to the monitors to train them to do this.

### Salaries

A major portion of the recurrent costs paid by the project is made up of salaries paid to teachers in the ECA schools. Under normal conditions, such costs are borne by a central government. The issue of AID financing of teachers salaries was vetted in the design and review of the original project and the decision was made to pay such salaries. Through local authorities, ECA identifies minimally operating schools and recruits teachers. Salaries are important to retaining the teachers in their areas as well as to compensate them for the danger inherent in working in a resistance-affiliated school. Currently, ECA is committed to provide salary support to all verified schools. In exchange for salary support, verified schools agree to supervision by ECA and its District Directors and to adherence to ECA standards. Salary support has become an important political tool for bringing ECA-supported schools and the commanders in whose jurisdiction they fall into the ECSPA/ECA fold.

Nevertheless, new grades (four through eight) and teachers are steadily being added, and, accordingly, ECA is committed to paying salaries. Project financing of a growing number of salaries places AID in a difficult position. To remedy this situation, the project will cap the total amount of salaries paid at the FY 1990 level of approximately \$4.118 million. This amount will provide support to the approximately 1,000 schools, but will not provide salary support to teachers of the higher grades. It will be left to ECA to decide on the distribution of salaries and absorption of any shortfalls.

By 1991 a central government should begin to incorporate ECA-supported schools into its educational system, and concurrently, the education projects of the U.N. and other donors will begin to be implemented. ECA or its successor will be able to look to other sources for teacher salary support. However, the FY 1990 level of support from AID will continue through FY 1991 since resources for salary support of public elementary schools will continue to be scarce.

### Textbooks and Materials

Materials sent to schools will consist of the following:

--Textbooks in the language of the region (Dari or Pushtu) in five subject matter areas (language, mathematics, science, social studies, and religion) for all students in the school.

--Kits of materials consisting of a slate, chalk, notebooks, and pencils to be given to each student.

--Sets of instructional aids consisting of maps, charts, and word and number boards to be placed in each classroom.

Classroom kits of instructional materials may not need to be provided to sixth, seventh and eighth grade classrooms. At present, these kits consist of aids designed to teach literacy, numeracy and basic skills. Students in the higher grades will have already mastered this material. However, a different type of aid is now being produced. Among these are charts designed to help in the identification of mines. Such charts are suitable for all grades.

The UNO and ECA offices continually receive requests for the distribution of textbooks to refugee schools in Pakistan and to non-ECA schools inside Afghanistan. This is a tribute to the quality of the books. Since the books are relatively inexpensive to produce and distribute, the project will take advantage of opportunities to provide them, along with the kits of teaching aids and educational supplies, to selected refugee and non-ECA schools, and limited teacher training and administrative assistance will be provided by ECA's District Directors.

The textbooks in grades 1 through 4 have undergone one revision to date. This revision focused on a much needed checking of grammar, style and factual content. One more revision, more thorough than the last one, will be undertaken. This revision will focus on variety, higher level thinking skills, affective concerns, appropriate density of content, and a variety of presentation and motivation factors.

### Summary of Inputs

All of the activities described in this section will be carried out by the ECA, with the technical assistance of the UNO team. Functions now performed by the UNO team, such as production of kits of teaching aids and the purchasing and storage of student materials, will be turned over to the ECA as its ability to handle such tasks develops.

The needs of rural primary schools in Afghanistan will be supported over the next three years as outlined below. It is important to note that the levels suggested are estimates only,

became teachers without even this minimal qualification. Indeed, when teaching consisted only of helping students memorize the Qoran, little training was needed.

Teachers, often seen as "intellectuals" and as "trouble makers," did not fare well during the past decade. Many were killed, imprisoned or became refugees. As government support to education disappeared, most of those teachers who remained could no longer make their living by teaching, and most left the field of education to pursue other livelihoods. Thus, Afghanistan currently has very few adequately trained primary teachers.

Intelligent, imaginative, confident, well-trained teachers are an indispensable part of any successful school. Since it is not now possible to have U.S. teacher training personnel inside Afghanistan, the District Director strategy employed by the ESSP as its main teacher training device is the simplest, most direct, and most cost effective approach. Care must be taken to insure that the Directors:

- have the full support of the commanders and the political "clout" needed to operate effectively;
- are adequately trained to offer effective in-service training to teachers;
- are properly oriented to modern instructional methodology and the qualitative aspects of teaching;
- have an adequate budget to meet their transportation needs; and
- are not over-burdened with the administrative aspects of their jobs, with the result that they cannot do justice to the supervisory and in-service training duties.

In addition to supervising and providing in-service training to primary school teachers, the District Directors will perform the same functions for the literacy trainers attached to the primary schools and for those placed in more urban areas.

Assistance will be provided in the following manner (all levels approximate):

- (1) provide salaries for approximately 230 District Directors;
- (2) provide supplies and materials for approximately 230 District Directors;
- (3) provide transportation from work sites to training sites for approximately 230 District Directors;

- (4) provide two, 12-day in-service training sessions for 12 trainers of District Directors, including
  - creation of two training designs,
  - creation of two sets of training materials, and
  - implementation of two training sessions;
- (5) provide two, 24-day in-service training sessions for approximately 230 District Directors, including
  - creation of two training designs,
  - creation of two sets of training materials, and
  - implementation of two in-service training sessions; and
- (6) provide three months of consultant assistance in the design of in-service training workshops and materials

c. Maintain Support for the ECA and its Activities.

The primary education component, the high school text revision pilot activity and literacy training can all be successfully implemented by the ECA office when supported by the UNO technical assistance team. Over the past two years, both of these organizations have developed effective procedures which have enabled them to produce high quality work rapidly. There are no other institutions working with Afghans able to produce an equivalent quality and quantity of work in education. Due to the nature of the project, any change in executing or technical assistance agencies would result in serious losses of time, money and momentum.

As the ECA undertakes its tasks of creating textbooks in five subject matter areas for grades 7 and 8, it will need to add two staff members who are Afghans and experienced in teaching at this level. To support this textbook development phase, and the revision of the textbooks for grades 1 through 6, a modest collection of library resources consisting of appropriate books and journals will be needed, along with suitable storage facilities. The ECA will also need consultant help in textbook development and revision.

In order for the ECA, assisted by the UNO technical assistance team, to accomplish the tasks outlined above, the following support will be provided:

- (1) six months of consultant assistance, as specified above;
- (2) the addition of two staff members, as specified above;
- (3) purchase of library resources focused on primary and

middle school curriculum and materials, and on in-service teacher training;

- (4) purchase of bookshelves and other suitable means of storing the library resources; and
- (5) maintenance of support for salaries, equipment, office space, materials, etc. at a level equivalent to that of FY 1988 for both the ECA and UNO offices, except as noted above.

## 2. High School Textbook Revision-Pilot Component

Presently, there is an opportunity to revise and distribute high school textbooks on a very limited basis to fifteen high schools identified by the ECA. The Wahabis (fundamentalist Arab donors) have produced sets of high school textbooks requiring only minor revision of religious content. Under this pilot component, the project will finance: technical assistance (by Afghan educators) to undertake the revision of approximately four textbooks per each grade, nine through twelve; and production and printing costs to distribute a set (four books covering core subjects) to each of the approximately 1,500 students in fifteen high schools. The books will be tested by ECA while they are being used by the students.

Expanded production and distribution of high school textbooks, i.e., to more high schools and students, will be proposed to other donors, based on the results of the activities described above. Informal discussions with other donors have indicated a great deal of interest in funding the production of high school textbooks.

## 3. Literacy Training

As planned by the ECA, literacy training will continue in the bachelor camps near Peshawar for one more winter, and will be expanded to similar camps near Quetta. After the winter of 1988-1989, it is hoped that more peaceful conditions inside Afghanistan will enable these camps to be disbanded and the Mujahideen to spend winters inside Afghanistan.

After the winter of 1988-1989 or at such time as conditions permit, the literacy training effort will move inside Afghanistan. A literacy teacher will be attached to approximately 600 of the rural primary schools supported by the ECA. In addition, 200 literacy teachers will work in more urban areas in order to accommodate Mujahideen or other adults returning to those areas. By this means approximately 16,000 adults per year will become literate. Among this number will be women, handicapped and others who may not have been freedom fighters per se, but who contributed to the jihad in other ways.

Many of the teachers now serving as literacy trainers in the bachelor camps will probably return to Afghanistan. As many as possible of those who have been successful will be recruited to become the trainers for the program inside the country. If this number is not sufficient to meet the need, additional teachers will be trained.

The kits of instructional materials (maps, charts, word and number boards) which have been provided to primary schools inside Afghanistan have also been provided to literacy classes in bachelor camps. This will continue. Monitors who visit the ECA schools will also monitor the literacy classes attached to these schools. District Directors will be responsible for general supervision and in-service training of the literacy teachers.

Materials in mine and narcotics awareness will also be prepared and distributed. These materials will be prepared by the ECA with the help of the UNO and other organizations interested in these issues for use in the literacy classes and for supplementary reading material for the newly literate.

Assistance provided under the literacy training activity will include the following:

- (1) literacy training for 12,000 Mujahideen in the winter of 1988-1989, including
  - 12,000 textbooks sets,
  - 500 kits of teaching materials, and
  - salaries for 800 literacy teachers, program directors, janitors, and other personnel;
- (2) recruitment of 400 literacy teachers to operate inside of Afghanistan;
- (3) training for any of this number who have not been literacy teachers before;
- (4) salaries for 400 literacy teachers;
- (5) kit of teaching materials for any literacy teacher who does not already have one;
- (6) funds for the rental of rooms or other facilities for trainers without suitable locations in which to teach; and
- (7) training of 16,000 persons per year in 1989, 1990 and 1991.

#### 4. Manpower Development

Some of the PVOs operating in Pakistan to assist Afghans are now doing some training, but the needs are far from being met. Under this component, the project will mount a major program directed at developing those clerical and administrative skills most related to the resettlement and initial rehabilitation of Afghanistan. The following skills will be taught:

- typing,
- filing,
- computers (word processing and data base management),
- shorthand,
- creating and using forms,
- record keeping and record management,
- office management,
- inventory management,
- elementary budgeting,
- elementary accounting,
- elementary bookkeeping,
- office machines (telephones, calculators, copying machines),
- simple report writing,
- minute taking,
- procurement and distribution,
- scheduling and maintaining calendars,
- time management,
- problem solving in the office, and
- general secretarial skills.

Manpower development will be implemented by competitively selecting an organization from the qualified U.S. entities now operating in Pakistan to assist the Afghans. Such a short-list process is necessary because it is important to proceed rapidly given the immediate rehabilitation needs of the country. By implementing the component through a cooperative agreement with a U.S. organization already working in manpower development, the start-up costs will be reduced and the need to create new institutional structures in Pakistan, at a time when repatriation to Afghanistan is imminent, will be eliminated.

Instructions to organizations submitting proposals will include the following parameters:

- offer training courses to eligible Afghans in basic clerical and administrative skills;
- identify the specific mix of skills training with a "quick needs" confirmation survey, in order to fine tune the skills training, which will have begun immediately;
- conduct classes in Dari and Pushtu;

- design the manpower program so that it can be moved into Afghanistan at the earliest appropriate time;
- conduct some of the training inside Afghanistan at the beginning of the grant period;
- work with the ECA and the ECSPA through a liaison appointed by the ECA; and
- select some of the trainees and accept a reasonable number selected by the ECA.

Both AID and recipient-financed inputs will consist of salaries for trainers, equipment and training materials. However, levels cannot be specified until proposals have been received and evaluated.

#### 5. Scholarship Program

Under this component, the University of Nebraska at Omaha will continue implementing the scholarship program. The scholarship program at UNO, as it is currently constituted, will be offered one more time in the fall of 1989. Starting in the fall of 1990, the program will offer degrees and participation will be broadened to include other universities.

UNO is in the process of sending letters to approximately 1,500 U.S. university presidents asking that each university offer at least one financial scholarship to Afghans for study at their universities. It is expected that from 100 to 200 scholarship will be offered by these universities for all levels and types of training. The project will support the in-country (Pakistan) preparation of the Afghans awarded these scholarships, including language training, cultural orientation, medical clearances, visa preparation, document preparation, etc. It is expected that the Afghans who are eligible for the scholarships will need considerable help preparing for admission to U.S. universities. The in-country preparatory work will be performed by either UNO or a sub-contractor to UNO.

A selection committee comprised of UNO, ECSPA, and AID representatives will be responsible for approving courses of study as well as for evaluating and selecting scholarship candidates. Areas of study will be appropriate for the needs of Afghanistan, for example, engineering, agriculture and medicine. The selection committee will make recommendations on which scholarship offers (i.e., courses of study) are acceptable. This decision will be based on the area of need, the nature and adequacy of the support offered by the university, appropriateness of the university and its location, and on the ability of the university offering the scholarship to aid and assist foreign students. Selection of students to receive

scholarships will be based on financial need and academic qualifications.

If appropriate, some orientation for the Afghan scholarship students may be provided at the University of Nebraska at Omaha before the students begin study at their individual universities. This will depend on the level of the students and their ability to cope in a modern U.S. university.

Additional scholarships in areas that are high priority to Afghanistan will be made available by AID in addition to the scholarships from other universities being sought by UNO. In those cases where the financial aid offered by universities is inadequate, project funds will supplement scholarships. In addition, the project may fund a limited number of scholarships at third country universities.

Since it will be difficult to prepare the first group of Afghans to attend U.S. universities by the fall of 1989, one more group of students will be sent to the UNO program in the fall of 1989, after achieving English proficiency through training in Pakistan or Afghanistan. If scholarship offers arrive in time from the U.S. and qualified students can be found and prepared, some students might also attend other U.S. universities in the fall of 1989.

## C. Financial Plan

### 1. Cost Summary

This amendment increases total AID funding for the ESSP by \$18.7 million to a revised Life of Project funding level of \$33.0 million. The project's budget for the next three and a half years (FY89 through FY92) is set forth in Table 4 below. The budget reflects estimated costs for all of FYs 89, 90, and 91, and one-half of FY 92. It is identified as "illustrative" to reflect the fact that it is not possible to predict the precise character of the schools targeted for project support. Schools will vary with respect to numbers of students, grades offered and in other respects. Certain other project costs may vary substantially as well. A detailed discussion of the basis on which the budget was developed is provided in Annex IV of this paper.

Of the \$28.0 million planned for project activities, improvement of cross-border primary schools represents 69 percent, literacy training 5 percent, manpower development 5 percent, scholarships 15 percent, and contingencies 6 percent. Evaluations and audits, although planned, are not reflected in the budget, because they will be financed under the Technical Services and Support project (306-0202).

As noted above, the budget represents approximately three and one-half years of expenditures. Although a half year phase-down period is planned in FY 92, this may be extended, depending on the rate of implementation. Technical assistance is funded for one-half of FY 92. The PACD is safely planned for December 31, 1992. It is anticipated that the contingency line item of \$1.7 million would cover any necessary extension of the technical assistance contract and the need to distribute additional textbooks and supplies.

The schedule of planned obligations for the project is laid out in Table 5 below. To meet the \$28.0 million requirement, previously obligated funds (pipeline) will be drawn down as indicated.

Table 4  
ILLUSTRATIVE BUDGET  
(Accrued Expenditures, \$000s)

	FY89	FY90	FY91/92	TOTAL
1. <u>Improvement of Rural Primary Schools</u>				
Technical Assistance	800	840	1,340	2,980
Textbooks	217	331	410	958
Textbooks for:				
-Non-ECA Schools and	75	75	75	225
Ref. Camp Schools				
7th and 8th Grade Text				
Development	10	10	10	30
Supplies	152	189	213	554
Transportation	400	500	600	1,500
School Salaries	3,104	4,118	4,118(1)	11,340
<u>ECA</u>				
Operating Expenses	300	330	363	993
Monitoring	110	121	133	364
District Directors	89	153	168	410
Sub-Total 1	5,257	6,667	7,430	19,354
2. <u>High School Textbooks</u>	50	40	30	120
(Sub-Total)				
3. <u>Literacy Training</u>				
Literacy Training	322	400	400	1,122
Prep. of Mine/Narcotics				
Awareness (extra mat.)	60	60	60	180
Sub-Total 3	382	460	460	1,302
4. <u>Manpower Development</u>				
<u>Skills Training</u>	300	500	500	1,300
(Sub-Total)				
5. <u>Scholarships</u>				
UNO Scholarships	840	630	0	1,470
Support of U.S. Univ.-				
offered Scholarships	0	100	800 (2)	900
AID Participants U.S.				
and Third Country	0	300	1,500 (2)	1,800
Sub-Total 5	840	1,030	2,300 (2)	4,170
6. <u>Contingency</u>	448	571	704	1,723
Project Total	7,277 (3)	9,268	11,424	27,969

(1) Ceiling for FY91/92. Requirement will be \$5.540 million. Balance expected to come from other donors or Afghan sources.

(2) Includes planned expenditures for FY 93 through 1st Qtr. FY 96.

(3) Includes pipeline of \$5.454 million.

Table 5  
Obligation Analysis and Schedule  
(In \$000s)

I.	<u>Original ESSP</u>		
	a. Obligations	FY 86	1,100
		FY 87	3,035
		<u>FY 88</u>	<u>6,350</u>
		Total	10,485
	b. Expenditures thru 9/30/88		5,031
	c. Pipeline		5,454
II.	<u>Amended Activity</u>		
	a. Estimated Cost 10/88-12/92		27,969
	b. Less Pipeline		<u>5,454</u>
	c. New Obligations Required		22,515
III.	Life of Project Obligations (Ia + IIc)		33,000
IV.	Current Authorization		14,300
	Increase Requested This Amend.		<u>18,700</u>
	Total Authorization Requested		33,000
V.	Obligation Schedule		
	a. FY 89		7,000
	b. FY 90		8,000
	c. <u>FY 91</u>		<u>7,515</u>
	Total		22,515

## 2. Implementation and Financing Methods

Implementation (procurement) instruments will be contracts for all components, except for the Manpower Development component, which will be implemented through a cooperative agreement. The method of financing under both instruments will be direct payment, which is a preferred method under Payment Verification Policies.

## 3. Afghan Contribution to the Project

The money value of Afghan contributions to the project cannot be computed, but is expected to be very limited. The categories in which they are made, however, include:

- primary school buildings and furniture, of whatever type;
- support for rural primary schools not specifically provided under the project--this may include student meals, lodging and some payment in cash or kind for teachers; and
- the salaries of the ECSPA members.

## V. IMPLEMENTATION PLAN

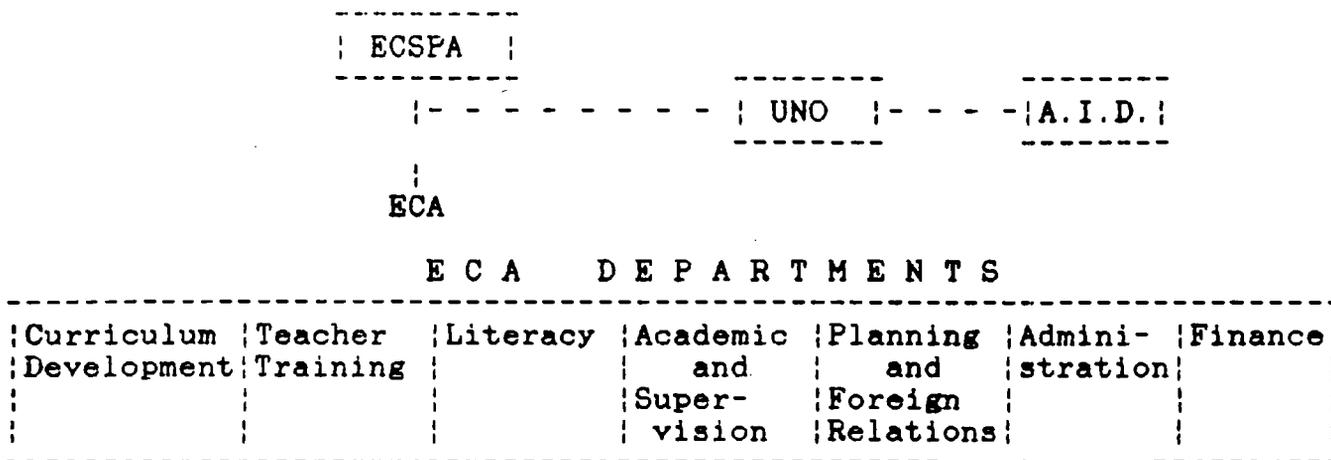
Descriptions and brief assessments on what implementing entities are doing under the original ESSP are provided in VII.B., Administrative Analysis. The discussion below describes roles under the amended project. Figures 3, 4, and 5, which follow, illustrate basic relationships under the amended project.

### A. Roles of Implementing Entities

#### 1. ECA

The ECA will continue to be the lead implementing entity under the project and will be primarily responsible for the Improvement of Primary Education and Literacy Training components as well as the High School Textbook Revision pilot activity. Therefore, the ECA will carry out the actions described in IV. B., Project Components, including revision, production, and distribution of textbooks and supplies, and supervision of District Directors and teachers. ECA will also participate in the planning and identification of trainees for the Manpower Development component. In order to do so, ECA will work cooperatively with the organization selected to implement that component.

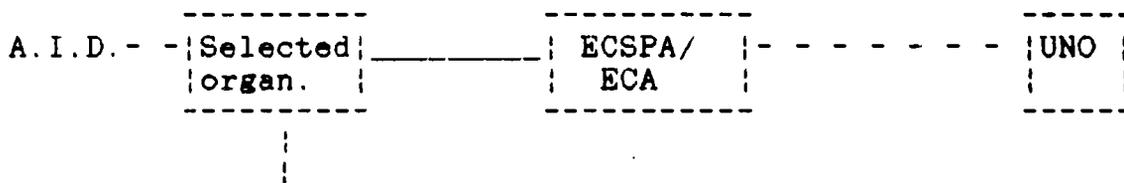
Figure 3. Primary Education and Literacy Training Component



Activities

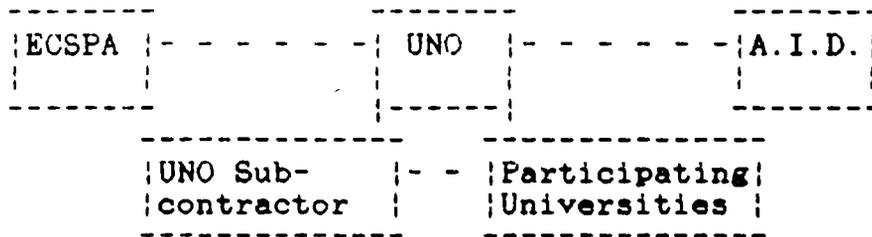
1. Maintain and improve 1,000 ECA schools and distribute textbooks and supplies to non-ECA and refugee camp schools.
2. Support District Directors and teacher training activities.
3. Revise high school textbooks on a pilot basis.
4. Maintain literacy training and transfer this activity inside Afghanistan.

Figure 4. Manpower Development Component



Activities

1. Review training subjects and material.
2. Select trainees.
3. Conduct courses.
4. Move into Afghanistan.

Figure 5. Scholarship Program

Scholarship Activities

1. Select study programs.
2. Select candidates.
3. Prepare candidates in Pakistan.
4. Orient students in U.S.
5. Supervise and monitor programs.
6. Repatriate students.

2. ECSPA

In effect, the ECSPA is the "Board of Directors" for the ECA. It sets all educational policy regarding the ECA primary school system and literacy training, oversees all of the ECA's operations and will continue to do so under the amended project. The ECSPA also serves to tie the project into the Seven Party Alliance. The ECSPA, with the technical recommendations of the ECA, will participate in the selection of candidates for the scholarship program.

3. Selected Organization

This organization will implement the Manpower Development component. The organization will be provided a Handbook 13 Cooperative Agreement and will, for the most part, be expected to operate manpower development activities independently. However, it will be expected to work closely with the ECA in planning training areas and selecting trainees.

4. UNO

UNO provides technical assistance directly to ECA and indirectly to ECSPA. As needed, UNO will be involved in all ECA activities. UNO will be the major implementing entity for the scholarship program. It will sub-contract the Asia Foundation for the preparation of scholars' activities in Pakistan, and will obtain and supervise scholarships provided by other institutions of higher learning. UNO will be the principal actor on the selection committee.

## 5. AID

Aside from standard project management responsibilities, the Mission will have the difficult task of effectively coordinating the various entities described above in order to insure the success of the project as a whole. The Mission will directly participate on planning and selection committees for Manpower Development and the Scholarship Program. A USDH Special Projects Officer, and a US PSC assistant will manage the project.

## B. Procurement Plan

Presently, all funds are obligated under a contract with UNO, which sub-contracts in-country scholarship logistical activities with the Asia Foundation. Since the amendment continues programs under the current contract, i.e., the primary education, literacy training and scholarship components, and use of a new contractor is not feasible; a new or amended contract will be executed with UNO by the Mission's Contracting Officer. A draft waiver for non-competitive procurement is provided in Annex III.

This arrangement is consistent with Part 706, Competition Requirements of the AID Acquisitions Regulation (AIDAR) which provides for waivers of competition when foreign assistance objectives would be impaired.

The Manpower Development component is new and, therefore, will be competed among U.S. organizations present in Pakistan with experience in manpower training for Afghans. A Handbook 13 assistance instrument (cooperative agreement) is appropriate because: this component would be best implemented by an organization with experience in manpower development; performance indicators are not firm enough to warrant a contract; the Mission wishes to expand the ongoing manpower development program of one of the U.S. organizations already working with Afghans; and AID will retain some degree of control, given the importance of coordination with other entities and the need to review work plans. This is consistent with Chapter 1B.2.a. of HB 13 which states that assistance instruments may be used: "to support or intensify the activities of independent organizations which contribute to the achievement of Foreign Assistance Act objectives; or to develop the independent capacity, integrity, and quality of the recipient as an entity whose function is for the economic or social betterment of underdeveloped countries."

The cooperative agreement will be awarded on a competitive basis, per Chapter 2, Chapter 2B of HB 13, since applications/proposals from two or more potential recipients will be considered. Procurement of commodities for textbooks, kits, school supplies, etc. will continue as under the original project, i.e., geographical source will be the U.S., Pakistan, Afghanistan and,

when deemed appropriate by the AID Representative, countries in AID Geographic Codes 941 and 935. Source of scholarships funded by AID will be U.S. and may include Geographic Code 941 universities.

Implementation SchedulesAID Documentation

<u>Event</u>	<u>Responsibility</u>	<u>Time</u>
1. Complete AAM amendment.	Mission	Nov. 88
2. Approve and authorize AAM amendment.	ANE/PD & AA	Dec. 89
3. Execute contract with UNO.	Mission	Jan. 89
4. Invite proposals for Manpower Development.	Mission	Jan. 89
5. Evaluate proposals.	Mission	Feb. 89
6. Award cooperative agreement for Manpower Development.	Mission	Feb. 89
7. Obtain qtrly. reports from implementing entities.	Mission	Ongoing
8. Assess project (in-house).	Mission	Each yr.
9. Evaluate project.	Mission/Contractor	Nov. 90
10. Evaluate project (final)	Mission/Contractor	Nov. 92

Primary Education

<u>Event</u>	<u>Responsibility</u>	<u>Time</u>
1. Continue established monitoring process to verify schools.	ECA/UNO	Ongoing
2. Develop training materials to help monitors focus on qualitative issues.	ECA/UNO	Feb. 89
3. Provide training to monitors.	ECA/UNO	Mar. 89

4. Pay teacher, headmaster and janitor salaries as per established procedures.	ECA/UNO	Ongoing
5. Print grade 6 textbooks in five subject matter areas.	ECA/UNO	Jan. 89
6. Distribute grade 6 textbooks.	ECA/UNO	May 89
7. Hire consultant in Middle School materials development.	Mission/UNO	Jan. 89
8. Plan, produce and print grade 7 and 8 textbooks in 5 subject matter areas.	Consultant/ ECA/UNO	Jan.-July 89
9. Distribute grade 7 and 8 text books.	ECA/UNO	Aug.-Sept. 89
10. Hire consultant in primary materials.	Mission/UNO	Sept. 89
11. Revise textbooks for grades 1 through 5.	Consultant/ UNO/ECA	Sept. 89- Mar. 90
12. Distribute revised textbooks for grades 1 through 5.	ECA/UNO	Apr.-May 90
13. Continue to develop teaching kits.	ECA/UNO	Ongoing
14. Distribute kits.	ECA/UNO	Ongoing
15. Distribute sets of student materials.	ECA/UNO	Ongoing
16. Provide salaries and expenses for 14 Level 1 monitoring teams.	ECA/UNO	Ongoing
17. Provide salaries and expenses for 30 Level 2 monitoring teams.	ECA/UNO	Ongoing

District Director Training

<u>Event</u>	<u>Responsibility</u>	<u>Time</u>
1. Choose 12 ECA staff members or other appropriate personnel as District Director trainers.	ECA/UNO	Feb. 89
2. Hire training consultant (2 months).	Mission/UNO	Feb. 89
3. Plan training program and produce training materials for District Director trainer program.	Consultant/ ECA/UNO	Mar. 89
4. Conduct training of District Director trainers.	Consultant/UNO	Apr. 89
5. Plan training program and produce training materials for District Directors.	Consultant/ trainer	Apr. 89
6. Conduct first District Director training.	Trainers	May 89
7. Add support of literacy teachers to District Director work load.	ECA/District Directors	when appropriate
8. District Directors go to work.	Dist. Dir.	June 89-Apr. 90
9. Monitors check on District Directors' problems and progress.	Monitors	June 89, Ongoing
10. Hire training consultant (one month).	Mission/UNO	Feb. 90
11. Plan revised training program and produce revised materials for 2nd District Director training.	Consultant/ Trainers	Mar. 90
12. Conduct 2nd District Director training.	Trainers	Apr. 90
13. District Directors go to work.	Dist. Dir.	May 90-Mar. 91
14. Monitors check on District Directors' problems and progress.	Monitors	May 90, Ongoing
15. Write report on functioning of District Directors and their problems and progress.	UNO	June 91

Support for ECA

<u>Event</u>	<u>Responsibility</u>	<u>Time</u>
1. Hire consultants, as outlined elsewhere in the implementation plan.		
2. Add 3 new staff members (librarian and 2 experienced 7th and 8th grade teachers).	ECSPA/ECA/UNO	Feb. 89
3. Purchase materials relevant to District Director training and 7th and 8th grade curriculum design and materials production, and appropriate storage facilities.	ECA/UNO	Apr. 89
4. Monitor ECA Problems and progress.	Mission/UNO/ ECSPA	Ongoing

High School Textbook Revision

<u>Event</u>	<u>Responsibility</u>	<u>Time</u>
1. Identify textbooks for four core subjects in each of four high school grades.	ECA/UNO	Jan. 89
2. Hire four Afghan educators, each with expertise in a core subject.	ECA/UNO	Feb. 89
3. Revise textbooks.	ECA/UNO	Mar. - Aug. 89
4. Print and distribute textbooks to high schools.	ECA/UNO	Aug. 89
5. Monitor use of textbooks.	ECA/UNO	Sept. 89- July 90
6. Revise textbooks, as necessary.	ECA/UNO	Ongoing after July 90

Literacy Training

Event	Responsibility	Time
1. Determine need for literacy teachers in both Peshawar and Quetta.	ECA/UNO	Nov. 88
2. Train needed teachers.	ECA/UNO	Nov. 88
3. Establish sites for training.	ECA/UNO	Nov. 88
4. Determine available copies of literacy textbooks.	ECA/UNO	Nov. 88
5. Print needed textbooks.	ECA/UNO	Nov. 88
6. Produce needed instructional materials, including kits of teaching aids, and mine and narcotics awareness material.	ECA/UNO	Nov. 88
7. Conduct teacher training.	ECA/UNO	Dec. 88-Mar. 89
8. Pay salaries and other costs.	ECA/UNO	Dec. 88-Mar. 89
9. Monitor training.	ECA/UNO	Dec. 88-Mar. 89
10. Write final report outlining achievements and problems of Pakistan-based literacy training.	ECA/UNO	Apr. 89
11. Survey current teachers for their availability to work inside Afghanistan, and hire those who are appropriate.	ECA/UNO	when appropriate
12. Train any additional teachers who are needed.	ECA/UNO	when appropriate
13. Assign teachers to both rural and more urban sites.	ECA/UNO	when appropriate
14. Provide teachers with needed materials.	ECA/UNO	when appropriate
15. Provide funds for teachers who do not have suitable locations for training to obtain such locations.	ECA/UNO	when appropriate

- |  |                       |                     |
|--|-----------------------|---------------------|
| 16. Monitor teacher performance.   | District<br>Directors | when<br>appropriate |
| 17. Write final report outlining achievements and problems of Afghanistan based literacy training. | ECA/UNO               | when<br>appropriate |

#### Manpower Development

- | <u>Event</u>   | <u>Responsibility</u> | <u>Time</u>         |
|--|-----------------------|---------------------|
| 1. Invite appropriate U.S. organizations to submit proposals.                          | Mission               | Jan. 89             |
| 2. Choose winning organization and award cooperative agreement.                        | Mission               | Feb. 89             |
| 3. Monitor organization's performance.   | Mission               | Apr. 89,<br>Ongoing |
| 4. Feed in results of Needs Confirmation Survey for mid-course correction of training. | Recipient             | Aug. 89             |
| 5. Write report on results and problems.   | Recipient             | Jan. 92             |

#### Scholarship Program

- | <u>Event</u>  | <u>Responsibility</u>        | <u>Time</u> |
|---|------------------------------|-------------|
| 1. Send letters to 1,500 U.S. Universities.                                 | UNO                          | Jan. 89     |
| 2. Gather replies to letters.   | UNO                          | Mar. 89     |
| 3. Give presentations to appropriate groups in U.S. to elicit scholarships. | UNO                          | Feb. 89     |
| 4. Sub-contract for operations in Pakistan.                                 | UNO                          | Feb. 89     |
| 5. Establish procedure for selecting students.                              | UNO/ECSPA/<br>Sub-contractor | Feb. 89     |

6. Select and process Group I students (UNO scholars only).	UNO/ECSPA/ Mission	Jan.-Jun. 89
7. Provide English training in Pakistan for Group I students	UNO/ Sub-contractor	Feb.-Jul. 89
8. Orient Group I students in Pakistan.	UNO/ Sub-contractor	July 89
9. Send Group I students to U.S.	UNO/ Sub-contractor	Aug. 89
10. Orient Group I students in U.S.	UNO	Aug. 89
11. Group I students begin study.	UNO	Aug.-Sept. 89
12. Select and process Group II. (UNO and other univs. scholars)	UNO/ECSPA/ Mission	Jan.-June 90
13. Provide English training in Pakistan for Group II students	UNO/ Sub-contractor	Feb.-Jul. 90
14. Orient Group II students in Pakistan.	UNO/ Subcontractor	July 90
15. Send Group II students to U.S.	UNO/Subcontractor	Aug. 90
16. Orient Group II students in U.S.	UNO/Subcontractor	Aug. 90
17. Group II students begin study.	UNO	Sept. 90
18. Select Group III students.	UNO/ECSPA Mission	Jan.-June 91
19. Provide English training in Pakistan for Group III students	UNO/ Sub-contractor	Feb.-Jul 91
20. Orient Group III in Pakistan.	UNO/Subcontractor	July 91
21. Send Group III to U.S.	UNO/Subcontractor	Aug. 91
22. Orient Group III in U.S.	UNO	Aug. 91
23. Group III begins study.	UNO	Sept. 91
24. Write final report of achievements and problems of the program.	UNO/Subcontractor	at end of project

## VI. MONITORING, EVALUATION, AND AUDIT PLANS

### A. Project Monitoring System

As in other CBHA projects, monitoring is a complicated process which is constrained by the fact that AID staff cannot travel within Afghanistan or to sensitive border areas. This may change, but in the meantime, monitoring of the Rural Primary Education component consists of an extensive, three-phased "monitor" system. The three phases or levels of monitoring include Level 1 monitoring by two- or three- man teams drawn from staff of the ECA and representatives of the Afghan political parties in the Alliance who go into Afghanistan to verify the existence and/or status of project-supported schools and to identify new schools for support. Level 2 monitoring involves checking on the reports of Level 1 monitors. Level 3 monitoring consists of informal and sporadic reporting back to the UNO team and the ECA by Afghans and others who have recently traveled inside the country and who are willing to share their findings and impressions. Twenty-two Level 2 monitors were briefed and sent to their assigned provinces in May and June, 1988. The UNO technical assistance team expects that, of the 1,610 schools the project has assisted, approximately 1,000 will soon be "verified." To the extent possible, Afghan monitors (Levels 1 & 2) will be trained to examine the quality of teaching and will collect data to answer anticipated management and design questions.

The UNO team has also developed a data base to keep track of the growing school system. This data base records key information in 72 separate fields of information, including geographic, personnel and political identification, student data, teacher preparation, source of support, language of instruction, and verification dates.

The other components--Literacy Training of the Mujahedin, Support to the ECA, and the Scholarship Program--are easier to monitor since they are implemented in Pakistan and the U.S. The Mission relies on quarterly reports prepared by UNO and day-to-day monitoring in order to ascertain how many Mujahideen underwent literacy training, what percentage achieved literacy, what support was being provided to ECA, and the status of the 42 Afghan students in the U.S. These are relatively straightforward areas to measure.

In February, 1987, the Mission devised its own comprehensive Data Collection, Monitoring and Evaluation Plan for the ESSP. This plan outlined a detailed list of questions and indicators which is answered by information contained in the reporting done by UNO. Examples of such questions and indicators are as follows:

Question: What progress is being made in creating schools that meet the educational needs of the general Afghan population?

Indicators:

- number of teachers trained;
- adequacy of teacher training;
- number of schools created/assisted;
- average no. of days school in operation;
- no. of books distributed by grade, subject and language;
- no. of District Directors trained and placed; and
- school enrollments by grade.

Question: To what extent is the literacy program assisting young Afghans in achieving basic literacy?

Indicators:

- number of literacy books distributed;
- evidence of use of books; and
- teacher assessment of level of achievement of literacy.

The monitoring of primary education described above is oriented toward measuring quantity versus quality of achievement of project objectives. This is necessarily so, because of the constraints discussed above. The fact that literacy training and support to ECA take place in Pakistan make it easier for UNO staff and AID project managers to see and hear what is happening, and to devise ways of measuring quality. Nevertheless, the measurement of numbers and quantity of achievement of the Rural Primary Education component exceeds what is normal for an education project. This is required because the level of confidence of the information is more questionable, given the lack of first hand inspection by Mission staff.

Within the Mission, responsibility for monitoring the project is directly assigned to a U.S. Direct Hire Special Projects Officer and a contracted assistant. These project officers are supported by the Peshawar representative of the Mission, by a contracted financial analyst who periodically examines UNO's reporting and accounting systems, by a data collection and monitoring specialist, and by other Mission support staff.

B. Evaluation

Given the fluid political situation and the Mission's Transition Strategy, the amendment to the ESSP (except for the scholarship program) has a three and a half year life. Due to a number of uncertainties, the Mission will do an in-house assessment of the project annually. In two years, i.e., October, November, 1990 a formal evaluation with participation by outside consultants will be carried out. It may be necessary to complete another redesign of the project, if the political uncertainties are resolved. The evaluation will be funded by the Technical Services and Support

project (306-0200), under which outside evaluations and audits are financed when scheduled or otherwise required.

### C. Accountability and Audits

With the monitoring system, project accountability has been achieved as much as possible, given the limits imposed on travel and security. It is anticipated that this important issue will be better addressed in the future as the situation changes, more Afghans return home, project activities evolve, and more expatriates are able to work within Afghanistan. In addition, the Mission's own PSC financial analyst, a retired AID auditor, periodically reviews the UNO accounts.

Audits by non-federal auditors will be conducted as found necessary, in addition to the periodic audit of the Regional Inspector General for Audit. The Mission has not identified a specific requirement at this time. As with evaluations, these outside audits will be financed by the Technical Services and Support project (306-0200). This arrangement is in conformance with Payment Verification Policies.

## VII. PROJECT ANALYSIS

### A. Social Soundness Analysis Summary

The complete Social Soundness Analysis is provided in Annex X.

#### 1. Social-Political Context

The social situation in which the ESSP is implemented is complex because of the necessity of operating a cross-border project in a war area without the cooperation of a national government, developing educational programs in a largely illiterate society, and working with conservative and traditional Islamic people.

Lacking a national government, the ESSP has had to work through the Seven Party Alliance, a political umbrella organization made up of the seven resistance organizations that conduct the war in Afghanistan. The Alliance offers a quasi-governmental organization that can be used to channel aid into Afghanistan. However, working with the Alliance has drawbacks, since the parties in the Alliance do not always cooperate in significant ways. The seven parties represent different ideological, religious and regional views that, at times, make unity difficult.

It is also possible to channel humanitarian aid into Afghanistan through individual commanders or through regional councils. The councils and the commanders have loose ties with the parties of

the Alliance and are more directly in touch with the people of Afghanistan. However, while working with these entities may increase accountability, it has the disadvantage of encouraging regionalism in Afghanistan at a time when national unity is needed.

## 2. Beneficiaries

The beneficiaries of the Rural Primary Education component of the project will be the Afghan village children. Traditionally, village children, including girls, are needed in the subsistence economy and are put to work in the fields or as shepherds at a relatively early age. Education beyond the third grade is therefore unusual in the rural areas of traditional societies. Yet, as Afghanistan emerges from the war, education of village children in the higher grades will be needed and increasingly requested and supported by the rural people.

The Literacy Training and Manpower Development components will benefit those adults who have been unable to attend school because of the war. This includes both the freedom fighters, who have been fighting for the last ten years and have not been in school, and other adults who have not been able to gain basic skills because of the collapse of the educational system in Afghanistan. These men and women will be needed in the rehabilitation of their country. The popularity of the literacy courses substantiates the demand for adult literacy training.

## 3. Women

Including women in education in a traditional, tribal and Islamic society is difficult. In traditional tribal societies women are seen as valuable commodities. Marriages are arrangements between sub-tribes or clans for the purpose of settling disputes or for making alliances between neighbors. The seclusion of women is intrinsic to the value of the women. Girls attending public school in this situation is problematic. Yet, Afghanistan had made progress. By 1978, Afghan women had begun to come out of the veil and girls of school age were beginning to attend school, albeit to a limited extent.

The Marxist coup and the Soviet occupation of Afghanistan have set women's education back, despite Marxist propaganda about the equality of women. Compulsory education for women was an early agenda of the Marxist regime and, as a consequence, some religious leaders of the Afghan resistance associate women's education with the evils of communism. Women's education in the present political atmosphere is therefore difficult and, at times, even dangerous.

There has been some progress in the education of women in the Afghan refugee camps in Pakistan and in the city of Peshawar. Given the transitional nature of the project, it will be difficult to include women in the cross-border primary rural schools, since they are initiated and operated by the religiously oriented political parties. To ensure that women will be included in future planning for primary schools and that such planning considers the problem of cultural appropriateness, project monitors will begin collecting data to address this anticipated need. In the Manpower Development and Literacy components, women will be included from the outset to the maximum extent possible.

#### 4. Education and Refugee Repatriation

The resettlement of the Afghan refugees will be enormously difficult and involve a number of unknown factors. While the refugees will have a number of immediate needs for food, shelter and the rehabilitation of their economic infrastructure, education will also be needed. Yet, the schools sponsored by the ESSP have not largely been put in areas where refugees will return, since refugees flee areas where the fighting is most intense and therefore areas where schools are unsafe. However, schools have been widely available in the refugee camps and the refugees will expect schools in the areas to which they return. As a consequence, the amended project will now place a priority on putting schools in the areas where refugees are expected to resettle.

#### B. Administrative Analysis

As stated earlier, the amended project will be carried out over the next four fiscal years, a period during which the withdrawal of Soviet troops will be completed and the Afghan people are expected to reach national political agreement on the composition and form of a new government. Whether a new government, including a reconstituted Ministry of Education, will in fact be in place before the end of FY 1992 is unclear. In the interim, however, it is expected that implementation of the amended project will largely depend on the operation of existing mechanisms as discussed below. Some new tasks, however, will require new project administrative arrangements.

##### 1. The Education Council of the Seven Party Alliance

The ESSP has provided assistance to Afghan education during part of the period of the Soviet occupation through the Alliance of seven Afghan political parties headquartered in Pakistan. U.S. Government policy has been to support the Alliance in its efforts to coordinate Afghan resistance activities.

The Alliance established various sub-organizations to deal with areas of government concern. Among these was the Education Council (ECSPA). The ECSPA meets on a regular basis to formulate educational policy. Six of the seven parties are represented at the meetings (the Yunis Khalis branch of Hezb-e-Islami refuses to participate on philosophical grounds). There is usually a member of the UNO technical assistance team at the Council meetings. The ECSPA appears to take its job seriously and after some disputes in the early months, now seems to function well in setting the agenda for education in Afghanistan and in resolving political issues that the ECA or the UNO team cannot deal with. It will continue to play an important role in overseeing ESSP activities.

## 2. The Education Center for Afghanistan

To carry out educational operational tasks under the ESSP, the ECSPA established the ECA in 1986. As implementation of the ESSP has proceeded, ECA's capabilities and experience have broadened and grown. It now employs 60 professionals, 44 in Peshawar and 16 in the Quetta office which opened in 1987. It is organized into seven departments: Curriculum Development, Teacher Training, Literacy, Academic and Supervision, Planning and Foreign Relations, Administration, and Finance. The presidency of the ECA rotates with the Director of Finance now serving in the office. In the recent assessment of the ESSP, it was concluded that the ECA had made progress toward becoming an independently operating educational institution. Its relationship with the ECSPA on the one hand and the UNO technical assistance team on the other was thought to have developed satisfactorily. On the negative side, the assessment noted that the ECA was sometimes constrained by political direction from the Seven Party Alliance and that the quality of ECA staff remains uneven although it has a number of qualified people.

During the redesign, it was noted that the ECA had developed a number of ideas for improvement and made requests for specific assistance to make its operations more effective.

## 3. The University of Nebraska at Omaha

Key to the success of the ESSP has been the technical assistance and program administrative services provided by the four UNO personnel stationed in Peshawar, Pakistan. The UNO advisers have worked closely with both the ECSPA and ECA, giving them sound advice and dedicated, supportive service in most areas of project activity. That the cross-border school support and literacy training got off to such early starts and so much was accomplished in both areas is largely owing to the strenuous efforts of the UNO people. The UNO team has been supported by a strong staff of Afghans and Pakistanis. Continuation of the UNO team is appropriate for the institutional development of the

ECSPA and the ECA, and to administer the ongoing cross-border school program.

### C. Financial/Economic Analysis

#### 1. Cost Effectiveness

It is clear from experience that rural primary school support is low cost. The UNO in its September 30, 1988, Quarterly Activity Report computed costs per student per month for grades 1 to 3 for 19 provinces. The costs ranged from a low of slightly more than a dollar to three dollars. (The variation reflects both distance from the supply point in Pakistan and the number of students per class. In areas where average class size is larger, e.g., Faryab Province, there are about 90 students per class as against Konar Province where the number is about 25.) Costs increase for the higher grades with more subjects taught, and more teachers and more textbooks involved; but it is still clear that per student costs will not increase greatly given the low cost of books (average 55 cents per book) and low teacher salaries (average \$44 per month per teacher).

Literacy training, as it has been carried out for Mujahideen in Pakistan, is also low cost. Based on experience in 1988, when 12,000 fighters were trained over three months, the average cost per trainee per month in 1989 will be about \$6.00. Literacy and adult education carried out inside Afghanistan in FY90 and FY91 will likely be lower in average cost per month.

Manpower training costs -- for training in administrative and clerical skills, cannot be computed at this stage, not knowing the number of students to be enrolled or the number of subjects to be offered. A rough calculation of costs based on the experience of the International Rescue Committee (IRC) indicates costs can average \$500 per student per semester. However, it is envisaged in the amended ESSP that class schedules would be more intensive than IRC now uses with more hours per week, plus an apprenticeship element during which trainees would earn modest amounts of pay. The intent under the amended project is to provide as rapid, effective training as possible and at the lowest possible cost.

The portion of the amended project devoted to supporting scholarships offered by U.S. colleges and universities will also be low cost relative to the existing scholarship activity involving 42 trainees at the UNO for one year. The cost of the U.S. institutions' scholarships (tuition and other expenses ranging from limited support perhaps to financing of full living costs) will be borne by individual universities with AID "support" limited to transportation to and from the U.S., and certain other costs not covered by the offered scholarship. The

financing of direct AID participant training under the project will be substantially more costly. The current UNO scholarship program costs about \$30,000 per trainee per year. AID will also have to finance the costs of its own administration of the scholarship program or the costs of contracting out this responsibility.

## 2. Recurrent Costs and Financial Implications for the Future

A major question is whether an Afghan Government will be financially able to assume, after 1992 when the amended Project ends, the recurrent costs of maintaining its system of rural primary education. As the financial tables in this AAM indicate, the recurrent costs, as represented by salaries for headmasters, teachers and janitors for supporting 1,000 rural primary schools in 1991, will exceed \$6 million. This figure represents 28.5% of the total budget of the amended project, or about \$6,500 per school per year.

Prior to the war, Afghanistan had about 3,300 rural primary schools which would require almost \$20,000,000 of support annually at the 1991 rate. Given the uncertainties of future central government revenue sources and the demands which an Afghan Government will face in meeting current administrative and developmental needs in other areas of education and in other sectors of the economy, the rural primary education system will not be an easy financial burden to take on. This is a major question facing all AID activities being carried on in Afghanistan.

Should AID decide not to continue direct support of Afghanistan's rural education after 1992, it would have the alternative of cutting off support all at once, with the resultant financial hardship for the central government or phasing out its support over time. The second alternative would reduce the financial shock to what is likely to be a still somewhat shaky central authority.

Alternatives to AID support or Afghan Government assumption of the full costs of the program would include those briefly discussed below.

-Local rural area support of schools, in whole or part: Schemes to enlist local contributions in the form of donated locally grown food, cash contributions or charges for school attendance will be tested in the coming three and a half years in limited pilot areas which have a history of such support and which are relatively easy to monitor. Local support of this type for Mullahs is a tradition in Afghanistan, and some similar system is probably being used in some non-ECA schools which are being found in operation by the ESSP monitoring teams.

-Support from other governmental and quasi-governmental agencies, as they emerge: It is too early to tell which of the regional councils and other groupings will emerge as having true governmental functions. There are signs that such groups are emerging. The more long lasting of them may be able to provide support for education.

-Program-generated counterpart funds: If AID budget limitations and program priorities in the post 1991 period do not preclude assistance to Afghan education generally, AID might elect at that time to provide budgetary support for education through an allocation of program-generated counterpart funds. Such an allocation might be made contingent upon Afghan Government agreement to continuation of support to the rural schools through policies which promote the strengthening of rural education.

-Support from other donor agencies: Other donor agencies might be interested in assuming all or part of the costs of rural primary education.

#### D. Technical Analysis

The question of how best to meet the educational needs of the Afghan people over the next three years was an issue addressed at the beginning and throughout the amended project design. Some of the factors which had to be considered, in addition to technical aspects of the project, were: the political situation, current assistance priorities, the Mission's Transition Strategy, and budget constraints.

From a technical view point, the project's accomplishments have been significant: 1,610 primary schools inside Afghanistan have been supported, in varying degrees, with textbooks, teaching aids and salaries; schools have been monitored; literacy training was provided to 8,000 Mujahideen in the first year and 12,000 in the second year; and 42 Afghans are in training in the U.S. Furthermore, the technical quality of the accomplishments has been high. Textbooks are universally accepted by Afghans and were endorsed by the education sub-committee of ACBAR. They will be provided to refugee camp schools, at the request of donors who support those schools. The literacy training resulted in some three-quarters of the Mujahideen students achieving literacy. It is too early to evaluate the impact of the U.S. training, since the students have not yet returned.

The institutional development and political achievements of the project are considered to be ingredients of the technical quality. One of the purposes of the original project was to assist the Afghan political parties in the development of a management unit in order to meet Afghan educational needs. ECA,

with the technical assistance of UNO, is the effective management unit which has produced the high quality textbooks, learning aids and literacy training, and which is operating a rural primary education system to meet immediate education needs of the Afghan people. This is a situation rare in wars of liberation and unique to AID. Likewise, the project, through working with the ECSPA, has helped to strengthen the Seven Party Alliance, to develop ties to the commanders and Afghan people inside Afghanistan and, importantly, to help establish AID's credibility with the Alliance.

The question of the component mix of the amended project is essentially one of how to address the vast educational needs of the Afghan people, while building on the successes, all within programmatic and budget parameters. The answer, developed during the redesign, was to improve and focus the response to immediate needs for primary education and literacy training. Therefore, the focus in primary education is more on quality than on quantity: limiting the number of schools supported, increasing the training and supervision of teachers, etc. Literacy training will be moved to inside Afghanistan and will not be limited to the Mujahideen. Mine awareness will be addressed in both the primary education and literacy training components, while narcotics awareness is included in the latter. Mine awareness is key to a successful resettlement process, and narcotics awareness/education is an important means of attacking the tremendous narcotics problem facing Afghanistan.

Both the manpower development and the scholarship program components are responses to critical needs. The need for the types of training under the new manpower development component is immediate and important to the resettlement and rehabilitation efforts of Afghans and donor agencies. Donors will find it extremely difficult to carry out assistance efforts without adequately trained Afghan staff. The improvement of the scholarship program responds to longer-term needs. Nevertheless, it is important to insure that the Afghans have the professionals needed to rebuild their country. The scholarship program provides a unique opportunity to leverage scholarship contributions from U.S. colleges and universities.

In summary, the mix of components--one of improving quality of current efforts, addressing critical and immediate manpower needs and leveraging funds to provide the professionals needed to rebuild Afghanistan--is AID's best response to Afghan educational needs, given technical, programmatic and budgetary considerations.

LOGICAL FRAMEWORK

GOAL	OBJECTIVELY VERIFIABLE INDICATOR	MEANS OF VERIFICATION	ASSUMPTIONS
<p>-----</p> <p>To provide education to the Afghan people, with a principal focus on primary education.</p>	<p>Provision of education approaches pre-war levels.</p>	<p>Project reporting system; once war is over, UN + World Bank statistics.</p>	<p>Political situation permits continuation of CBHA education activities.</p>
<p>-----</p> <p>PURPOSE</p>			
<p>1) To maintain and improve the rural primary schools and literacy training operated during the war.</p>	<p>Quality of education maintained and improved in 1,610 ECA-supported schools. Literacy training being successfully provided to adults in Afghanistan.</p>	<p>UNO reports, direct observation.</p>	<p>See output assumptions.</p>
<p>2) To train Afghans in basic skills for employment, especially those related to the resettlement and initial rehabilitation of Afghanistan.</p>	<p>Trained Afghans employed by Afghan, PVOs, international donors and other organizations contributing to rehabilitation efforts.</p>	<p>UNC reports, direct observation.</p>	<p>See output assumptions.</p>
<p>3) To train Afghans through scholarships granted by U.S. colleges and universities in programs most relevant to the initial rehabilitation and reconstruction of Afghanistan.</p>	<p>Afghans obtain professional degrees, return to Afghanistan, and contribute to rehabilitation and reconstruction efforts.</p>	<p>UNC reports, follow-up with participants.</p>	<p>See output assumptions.</p>

LOGICAL FRAMEWORK  
(OUTPUT SECTION)

OUTPUT	OBJECTIVELY VERIFIABLE INDICATOR	MEANS OF VERIFICATION	ASSUMPTIONS
<p>1. Primary Education and Literacy Training Component</p>	<p>1a. Approximately 2,000,000 textbooks provided to ECA, non-ECA and refugee camp schools.</p>	<p>ECA/UNO Quarterly Reports based on monitoring system.</p>	<p>Degree level monitoring system provides reliable information.</p>
	<p>2a. Textbooks, kits and supplies provided to 1,610 ECA schools on a continuing basis.</p>		
<p>b. Primary school teachers' teaching improves through teaching and supervision.</p>	<p>1b. 190 District Directors are trained to train and supervise teachers.</p>	<p>ECA/UNO Quarterly reports and A.I.D. Rep monitoring.</p>	<p>District directors are able to travel to schools. Literacy testing is reliable.</p>
<p>c. Mujahideen and other refugees become literate.</p>	<p>1c. 12,000 Mujahideen to undergo literacy training.</p>	<p>ECA Quarterly Reports by literacy teachers.</p>	<p>Reports/Observations by teachers are reliable.</p>
	<p>2c. 16,000 others per year receive literacy training.</p>		
<p>2. High School Texts Revised</p>	<p>2. 10 Texts revised and tested with 1,500 H.S. students.</p>	<p>Inspection of revised texts.</p>	<p>None</p>
<p>3. Manpower Development</p>	<p>3. A. U.S. organization carrying out manpower development and (level to be proposed by organizations submitting proposals) Afghans trained.</p>	<p>Observations of classes; reports from U.S. organization; placement of trained people with employers.</p>	<p>U.S. organizations able to operate in Afghanistan.</p>

LOGICAL FRAMEWORK

INPUT	OBJECTIVELY VERIFIABLE INDICATOR	MEANS OF VERIFICATION	ASSUMPTIONS
4. Scholarship Program	4. Approximately 150 Afghans receive professional degrees; 120 under scholarships donated by U.S. colleges and universities and 30 participants financed by A.I.D.	A.I.D. participation on the selection committee; reports from UNO and other universities and colleges.	Of the 1,500 U.S. colleges and universities asked to provide scholarships, an adequate number respond affirmatively.
(In U.S. \$000)			
Primary School 19,354 High School Text 120 Literacy Training 1,302 Manpower Development 1,300 Scholarship Program 4,170 Contingencies 1,723	Specified level of funds obligated.	A.I.D. financial reports.	A.I.D. resources available as planned.
Total 27,959*			
* \$5,454 reprogrammed from funds obligated prior to FY 89.			

DRAFT ACTION MEMORANDUM

ACTION MEMORANDUM FOR THE ASSISTANT ADMINISTRATOR, BUREAU FOR ASIA AND NEAR EAST

FROM: ANE/PD, Ronald F. Venezia

SUBJECT: Afghanistan Education Sector Support Program (306-0202)  
Authorization Amendment

Action: We request your approval of an amendment to the activity authorization for the Education Sector Support program to:

- (i) add \$18.7 million to raise life-of-project funding to \$33.0 million;
- (ii) extend the project assistance completion date (PACD) to December 31, 1992 for all components except for the Scholarship Program component, which will be extended to December 31, 1995; and
- (iii) approve an extension of the contract with the University of Nebraska at Omaha on a non-competitive basis.

Discussion: The original design of the Education Sector Support Project (ESSP) was intended to address primary education and literacy training needs of the people of Afghanistan. Efforts in both areas were haphazard and grossly inadequate up until the time the ESSP began. To meet the massive needs of Afghan education, the original AIM proposed a budget of \$55 million. This was scaled down considerably in the AAM, and on August 8, 1986, the project was authorized at a level of only \$8.9 million for a three-year period in recognition of the uncertainties to be confronted and the likely availability of funds. The authorization approved the rural primary education, literacy training and scholarship components as well as efforts to assist the establishment of the Educational Center for Afghanistan (ECA). The authorization included a waiver for non-competitive procurement of the services from the University of Nebraska at Omaha. A contract was signed with the University of Nebraska at Omaha on September 23, 1986, at a total estimated amount of \$7.1 million. On March 8, 1988, with AA/ANE concurrence, the Acting A.I.D. Representative amended the Activity Authorization to increase the life-of-project funding from \$8.9 million to \$14.3 million. Subsequently, the contract with the University of Nebraska at Omaha was increased to \$14.3 million.

ANNEX II  
Page Two

After only two years of implementation, the UNO and ECA have been very effective. Output indicators are impressive: the number of rural primary schools assisted has reached 1,610; in two winters, 20,000 Mujahideen have received literacy training; and 42 Afghan students are in graduate programs at the UNO. The October, 1988 Rapid Assessment concluded that "the Project has, in a remarkably short time, accomplished a complex, important and difficult series of tasks with efficiency and effectiveness, not withstanding the difficulties of the environment in which it must operate." The quality of project outputs is also impressive. For example, textbooks are widely praised by people within and without the project, and ECA and UNO receive many requests to use the books in both refugee schools in Pakistan and non-ECA schools in Afghanistan. Literacy training has resulted in about 75% of the trainees achieving literacy, as measured by testing and teacher evaluation.

The Rapid Assessment and the AAM Amendment (attached as TAB B) address the need for continuing ECA support of rural primary schools: textbooks must be further revised, the schools need more textbooks and more supplies, and teachers and District Directors require training. Both the rapid assessment and the AAM Amendment call for improvements in the Scholarship Program. In addition, the AAM Amendment addresses an urgent need for manpower training in basic administrative skills.

The need to maintain the original project components, and the addition of the manpower development component require yearly funding at a levels only slightly higher than the FY 1988 OYB for a total addition of \$22.5 million in obligations over the FY 1989 to FY 1991 period.

The AAM Amendment also requests the non-competitive extension to the contract with UNO to implement the amended project. We recommend that you approve the extension based on the justification in Annex III of the AAM Amendment.

On December \_\_\_\_\_, 1989, an ANPAC, chaired by \_\_\_\_\_, reviewed the AAM Amendment and recommended your approval of the three proposed actions. The report of the ANPAC review is attached at TAB C.

There are no policy issues to be addressed at this time.

Recommendation: That you sig. the attached authorization amendment (TAB A) increasing authorized funding by \$18.7 million to \$33.0 million, extending the PACD to December 31, 1992 for all components except the Scholarship Program, which we recommend that you extend to December 31, 1995, and approving the non-competitive extension of the UNO contract

Approved: \_\_\_\_\_

Disapproved: \_\_\_\_\_

Date: \_\_\_\_\_

**Attachments:**

- A. Authorization Amendment
- B. AAM Amendment, 11/88
- C. ANPAC Report

DRAFT

<u>Activity Authorization</u>	Name of Activity:	Education	Sector
<u>Amendment No.2</u>		Support	
	Number of Activity:	306-0202	

Pursuant to to Section 904 of the International Security and Development Assistance Act of 1985, and the provisions of the Foreign Assistance Act of 1961, as amended, the Education Sector Support Activity was authorized on August 8, 1986 with a life-of-activity-funding of not to exceed Eight Million Nine Hundred Thousand Dollars (\$8,900,000) in grant funds. The authorization was amended on March 9, 1988 to increase the life-of-activity funding to Fourteen Million Three Hundred Thousand Dollars (\$14,300,000). Pursuant to Section 904 of the International Security and Development Assistance Act of 1985 and the provisions of the Foreign Assistance Act of 1961, as amended, the authorization is hereby amended to: (a) increase life-of-activity funding by \$18,700,000 to a new total of not to exceed \$33,000,000 in grant funds, subject to the availability of funds in accordance with the A.I.D./O.Y.B. allotment process, to help in financing certain foreign exchange and local currency costs of the project; and (b) extend the project assistance completion date to December 31, 1992 for all project components, except the Scholarship Program, which shall be extended to December 31, 1995.

The activity amendment will provide, inter alia, for humanitarian assistance related to primary education, literacy training, manpower development and a scholarship program for the free Afghan people remaining in Afghanistan and those returning to Afghanistan, and for technical assistance in connection therewith.

Based on the justification provided in the attached Action Memorandum, and pursuant to my authority under Part 706 of the AIDAR and the above referenced law, I hereby approve negotiation of an extension of the contract with the University of Nebraska at Omaha on a non-competitive basis and without publication of a synopsis of that intended action.

All other items and conditions as provided for in the original activity authorization shall remain in full force and effect, except as hereby amended.

Assistant Administrator  
Bureau for Asia and Near East

Date: \_\_\_\_\_

Attachment: a/s

## JUSTIFICATION FOR NON-COMPETITIVE EXTENSION OF A CONTRACT

### PROBLEM:

To approve the non-competitive procurement of technical services from the University of Nebraska at Omaha to continue support for the implementation of the Education Sector Support Program, Project 306-0202.

### BACKGROUND:

In August of 1986, the Assistant Administrator for Asia and the Near East approved a negotiation of a contract with the University of Nebraska at Omaha (UNO) for the implementation of this project on a non-competitive basis and without publication of a CBD synopsis. This waiver of competition for the procurement of technical services was granted under the authority of Section 904 of the International Security and Development Cooperation Act of 1985, and, inter alia, was based on UNO's substantive geographic expertise, ability to initiate implementation immediately and in recognition of the urgency associated with the implementation of the project.

On March 9, 1988, the Acting A.I.D. Representative approved a non-competitive contract amendment to the UNO contract from \$7,100,000 million to \$14,300,000 and a waiver of the CBD notice. In State 013429 of January 15, 1988, the ANE Bureau concurred to the proposed amendment to increase the life-of-activity funding from \$8.9 million to \$14.3 million and to the AID/Representative's use of the notwithstanding authority contained in Section 904 of the International Security and Development Cooperation Act for the continuation of the existing contract.

DISCUSSION: In the amended project, the Primary Education, Literacy and Scholarship Program components will continue the activities being carried out by the University of Nebraska at Omaha (UNO) and the Educational Center for Afghanistan (ECA). Under the Primary Education and Literacy components, the following will continue: the provision of salaries, textbooks, kits, and materials to rural primary schools in Afghanistan; the training of District Directors and teachers; literacy training; and support to ECA. In addition, a high school textbook revision pilot activity will be supported. Under the Scholarship Program component, scholarships will continue to be provided at the UNO. Tentatively, scholarships will be provided by other universities, but there will be a need to orient students both in Pakistan/Afghanistan and in the U.S.

The UNO, and the ECA and its parent organization, the Educational Council of the Seven Party Alliance (ECSPA), have developed a very close working relationship. UNO employs a number of Afghan professionals who work effectively with the ECA and are respected by ECSPA. This is a very important factor in the USG's relationship with the Alliance. Similarly, UNO does not play merely an advisory role, but is intimately involved with the implementation of the project.

Thus, under normal circumstances, procurement of another contractor's services would disrupt both the project's implementation and political relationships. It would take at least one year for a new contractor to bring itself up to speed with the Primary Education, Literacy and Scholarship Program components. Indeed, at this advanced stage of implementation, it is doubtful that the Alliance would accept another contractor.

The circumstances are not normal. Following the signing of the Geneva Accords in April, 1988, AID developed a transition strategy for its Afghan program. Under the transition strategy, the focus of the program is on resettlement and initial rehabilitation. The time frames for the strategy and the programs thereunder is short: 18 to 24 months and three years, respectively. Given such a constraint, it would be impossible to bring a new contractor on board and have it complete all planned activities by the end of 1992.

**AUTHORITY:**

Subpart 706-302-70, (a) Authority (2) of the AID Acquisition Regulations (AIDAR) states that full and open competition need not be obtained when it would impair or otherwise have an adverse effect on programs conducted for the purposes of foreign aid, relief and rehabilitation. 706-302-70, (b) Application (3)(i) states that this authority may be used for: "an award for which the Assistant Administrator responsible for the project or program makes a formal written determination, with supporting findings, that compliance with full and open competition procedures would impair foreign assistance objectives, and would be inconsistent with the fulfillment of the foreign assistance program."

The discussion above indicates that not proceeding with a contract extension with UNO would not only impair the project, but also the program, and, therefore, the U.S. Government's foreign assistance objectives regarding Afghanistan.

**RECOMMENDATION:**

That you approve the non-competitive procurement for the University of Nebraska at Omaha to provide technical services under the project, by signing below:

**APPROVED:**

---

Assistant Administrator  
Bureau for Asia and Near East

DATE \_\_\_\_\_

NOTES FOR PROJECTIONS OF COSTS

A. Improvement of Cross-Border School Program

1. Number of Project Schools Supported

To date, 1,610 schools, chosen by the ECA and accepted by UNO, have been provided with specific numbers of textbooks, amounts of school supplies and teaching aid materials. Of the 1,610 schools, 291 have also been provided teacher salaries.

Because (a) the project will focus on improving quality and (b) the amount of new AID funds expected to be made available during fiscal years 1989 through 1991 is now limited to \$22.5 million, the plan for the next three fiscal years is based on full project support (i.e., textbooks, supplies, kits and salaries) for only approximately 1,000 schools. Textbooks and supplies will be provided to 1,610 schools.

To arrive at the budget, the cost of books, supplies and transport was computed on the basis of the 1,610 schools. This was also the case with salaries, because the characteristics (grades taught and plans for the future) of the 1,610 are known. The cost of supporting 1,000 schools with salaries was computed by applying a percentage (1,000 divided by 1,610 equals 62.11%) to the yearly totals for the 1,610.

2. Number of students used to compute amounts of textbooks and supplies was computed on the basis that schools offering grades 1-3 have 100 students and that schools have enrollments of about 30 students per grade from grades 4 through 8. In fact, the number of students in grades 1-6 varies from 17 to 95 according to the UNO's most recent Quarterly Report. Books and supplies, though, are provided under the project on the basis of the average size numbers.

Further complicating calculation of student populations is the fact that a large number of students drop out of school after each grade. Because of the large number of schools and the lack of verifiable data on school dropout rates and because higher primary school grades are being added in the schools each year, it is impossible to compute with any confidence what the actual number of students is likely to be. For want of any other dropout measure, the cost figures for textbooks, school supplies and transport have been reduced by multiplying them by 70 percent.

c. Foreign exchange rates. Local costs have been computed using the following rates of exchange:

10 Afghanis (Afs.) = Pakistani Rupee (Rs.)

18 Rs. = One U.S. dollar

Recently both rates have depreciated in terms of the dollar. The UNO's 9/30/88 Quarterly Activity Report uses 11 Afs. to the Rupee and 18.22 Rs. to the dollar. Thus, a rural primary teacher's salary of Afs. 8,000 per month could be said to equal \$39.91 at the UNO-cited recent rates rather than the \$44.44 used in this AAM's calculations. The difference is about 10 percent.

4. Number and cost of textbooks, per student.

Grades 1-3	2 books @ Rs. 10 each (per UNO)
Grade 4	6 books @ Rs. 10 (per UNO)
Grades 5-6	7 books @ Rs. 10 (per UNO)
Grades 7-8	7 books @ Rs. 10 (AID estimate)

5. Durability of textbooks. It has been assumed that one-half of the textbooks are used for two years and one-half for only one. (The number of books per student per grade was multiplied by the cost per book and the total cost multiplied by 75 percent.)

6. Cost of supplies. Rs. 17 per student (per UNO).

7. Grades offered in schools. Computed using UNO team data on regional groupings of the 1,610 schools.

8. Cost of transport of books and supplies is based on information provided by UNO in its 6/30/88 Quarterly Activity Report.

a. The weight of books and supplies transported by mule and truck into Afghanistan ranges from 1 kilogram per student in 1988 to 1.06 kgs. per student in 1990. For purposes of computing this project redesign budget, 1.0 kgs. per student was used for all 3 years, FY 1989-1991.

b. The cost of transporting one kg. per year per student is assumed to be between Rs. 40 and 60. Based on this

the cost of transporting books and supplies for 160,000 to 200,000 students per year would approximate \$500,000.

9. Cost of Salaries.

Salary scales used under the existing project are as follows (per UNO):

Headmaster	Afs. 8,500 per month
Teacher	Afs. 8,000 per month
Janitor	Afs. 5,000 per month

Salaries are computed on a 12-month basis.

10. Numbers of School Staff Members. The numbers are based on an extrapolation of UNO data:

Grades 1-3:	1 H.M., 3 teachers, 1 janitor
Grade 4 :	1 H.M., 4 teachers, 1 janitor
Grade 5 :	1 H.M., 5 teachers, 1 janitor
Grade 6 :	1 H.M., 9 teachers, 2 janitors

11. ECA Operating Expenses. The \$300,000 used in the budget for FY 1989 is based on a June 1988 estimate of UNO. The amounts for fiscal years 1990 and 1991 have been increased by 10 percent per year.

12. Monitoring. The cost of monitoring cross-border schools has been based on 14 three-man Level 1 teams visiting 28 provinces (Afghanistan has 29) per year, at a cost of Rs. 27,000 (\$1,500) per trip including salary, travel and living costs. Thirty Level 2 monitors, comprising 10 teams, are also budgeted. Also included is \$2,000 for photography costs of all of the monitors during one year. The FY 1989 cost of \$110,000 has been increased 10 percent a year for fiscal years 1990 and 1991.

13. District Directors. One hundred and thirty-three District Directors were in place as of June 30, 1988. The projected cost for deploying 230 District Directors was calculated using the June, 1988 UNO estimates for that number in FY 1989 and increasing the cost by 10 percent a year for fiscal years 1990 and 1991.

14. Literacy Training/Adult Education. In June of 1988, UNO estimated the cost of such training for 12,000 Mujahideen in 600 classes for four months at \$206,000 for FY 1989. They also estimated, however, the cost of training 2,400 Afghan villagers

inside the country (120 classes for nine months at \$108,000). Thus, the \$322,000 FY 89 amount (\$208,000+\$108,000+\$8,000 extra) is slightly on the liberal side. The amount for FY 1990 and FY 1991 are set as budget limits for training/adult education expected to be carried inside the country after the refugees return. It is difficult to forecast demand for such training or the length and intensity of the courses to be taught. At the 1988 rate for training 12,000 Mujahideen, the cost was about \$14 per student. The FY 1989 estimate (above) for cross-border villagers was about \$45 per student for the nine-month course of which more than half represented start-up costs. Assuming an average of \$25 per student, \$400,000 should meet the costs of training 16,000 adults for periods between four and nine months.

15. Textbooks for Non-ECA Schools and Refugee Camp Schools. It is not known how many books will be requested, but annual budget amounts of \$75,000 have been programmed for such distribution. The average cost of an ECA-UNO text is 55 cents; \$75,000 would pay the cost of about 137,000 books.

16. New Text Development. \$10,000 per year has been budgeted to cover the costs of ECA staff and middle school teachers working on new textbooks.

17. High School Text Revision The estimated cost of revising existing textbooks for secondary schools is \$120,000 over three years.

18. Technical Assistance. Technical assistance was estimated on the basis of an average of \$200,000 per year for each of four persons (i.e., \$800,000 in FY 89), with 10 percent cost escalation in FY 1990 and FY 1991.

19. Scholarships.

a. UNO Scholarships

The amount \$630,000 is based on the average of \$30,000 per year, which is the cost of the Afghans now at UNO. One additional group of 21 scholars is planned for FY 89, the final such group under the ESSP.

b. Support of U.S. University-offered scholarships

Support needed to make it possible for Afghans to take advantage of U.S. scholarship offers is not yet known. \$5,000 per yr. was budgeted, assuming support will include round trip air fare to the U.S., limited preparatory English language training and a brief orientation course in the U.S. At that rate, 20 scholarships would be supported in FY 89, 60 in FY90, including second-year costs of scholars sent in FY 89, and 100

in FY 91, including second or third year costs of scholars sent in FY 89 and FY 90.

c. AID Participants

Assuming the average cost of training per year of one participant going to a U.S. university to be \$30,000 (the UNO cost), \$300,000 has been budgeted for 10 participants in FY 89. Training in third countries such as Egypt or Turkey would be less costly and permit greater numbers to be sent. The programmed amount for FY 90 and FY 91 accommodates 10 new scholars per year.

**DETAILED CALCULATION OF NUMBERS OF STUDENTS AND TEXTBOOKS**

TYPE OF SCHOOL	FY 80				FY 90				FY 91			
	NO OF SCS	NO OF STUDENTS	COST OF BOOKS PER STUDENT	TOTAL COST OF TEXTBOOKS (1)	NO OF SCS	NO OF STUDENTS	COST OF BOOKS PER STUDENT	TOTAL COST OF TEXTBOOKS	NO OF SCS	NO OF STUDENTS	COST OF BOOKS PER STUDENT	TOTAL COST OF TEXTBOOKS
			RUPEES	RUPEES			RUPEES	RUPEES			RUPEES	RUPEES
<b>P-1 (644 schools supplied)</b>												
<b>GRADES</b>												
1-3	12	100	20	1,200,000	12	100	20	1,200,000	12	100	20	1,200,000
4	8	30	60	1,150,200	12	30	60	1,150,000	12	30	30	1,150,200
5	4	30	70	1,352,400	8	30	70	1,352,000	12	30	70	1,352,400
6	-	-	-	-	-	40	70	1,003,200	12	40	70	1,003,200
<b>P-2 (319 schools supplied)</b>												
<b>GRADES</b>												
1-3	12	100	20	620,000	12	100	20	620,000	12	100	20	620,200
4	12	30	60	550,000	12	30	60	550,000	12	30	30	550,000
5	-	-	70	-	8	30	70	651,000	12	30	70	651,300
6	-	-	-	-	-	-	-	-	8	40	70	660,000
<b>P-3 (652 schools supplied)</b>												
<b>GRADES</b>												
1-3	12	100	20	704,000	12	100	20	704,000	12	100	20	704,000
4	12	30	60	633,600	12	30	60	633,600	12	30	30	633,600
5	-	-	-	-	8	30	70	739,200	12	30	70	739,200
6	-	-	-	-	-	-	-	-	8	40	70	905,600
<b>P-3 (104 schools supplied)</b>												
<b>GRADES</b>												
1-3	12	100	20	600,000	12	100	20	600,000	12	100	20	600,000
4	12	30	60	547,200	12	30	60	547,200	12	30	30	547,200
5	-	-	-	-	8	30	70	630,400	12	30	70	630,400
6	-	-	-	-	-	-	-	-	8	40	70	691,200
<b>(Total Schools 1,610)</b>		<b>220,820</b>		<b>7,470,400 (2)</b>		<b>203,360</b>		<b>11,302,200</b>		<b>222,000</b>		<b>14,006,000</b>
		<b>(Total Students)</b>		<b>- 10 =</b>		<b>(Total Students)</b>		<b>- 10 =</b>		<b>(Total Students)</b>		<b>- 10 =</b>
		<b>X 17 Rs (3) =</b>		<b>9419,000</b>		<b>X 17 =</b>		<b>9627,000</b>		<b>X 17</b>		<b>770,200</b>
		<b>3,000,540 - 10 =</b>		<b>X .75 X .70 =</b>		<b>4,017,120 - 10 =</b>		<b>X .75 X .70 =</b>		<b>5,474,000 - 10</b>		<b>X .75 X .70 =</b>
		<b>9216,000 X 70 =</b>		<b>6217,000 Textbooks</b>		<b>6267,617 X .70 =</b>		<b>6321,000 Textbooks</b>		<b>6304,111 X .70</b>		<b>6410,000 Textbo</b>
		<b>9162,000 Cost of Supplies</b>		<b>*****</b>		<b>9100,000 Cost of Supplies</b>		<b>*****</b>		<b>9213,000 Cost of Supplies</b>		<b>*****</b>
		<b>*****</b>				<b>*****</b>				<b>*****</b>		

(1) No. of Schools X No. of Students X Cost of Books per student = Total Cost of Textbooks in Rupees.

(2) Dollar value of books is calculated by dividing by the exchange rate of 10 Rs per 1. This is then multiplied x .70 (to adjust for books lasting 1 1/2 yrs, not 1 yr x .70 to adjust for 30% drop out rate).

(3) Supplies cost 17 Rs per student. Exchange rate is 10 and drop out rate is 30%.

CALCULATION OF TEACHERS SALARIES\*

	FY 89 ----- RUPEES	FY 90 ----- RUPEES	FY 91 ----- RUPEES
<b>P-1</b>			
<b>Grades</b>			
1 - 3	28,980,000	28,980,000	28,980,000
4	4,121,600	6,182,400	6,182,400
5	4,121,600	6,182,400	6,182,400
6	-	19,062,400	28,593,600
<b>P-2</b>			
<b>Grades</b>			
1 - 3	13,950,000	13,950,000	13,950,000
4	2,976,000	2,976,000	2,976,000
5	-	1,984,000	2,976,000
6	-	-	9,176,000
<b>Q-1</b>			
<b>Grades</b>			
1 - 3	15,840,000	15,840,000	15,840,000
4	3,379,200	3,379,200	3,379,120
5	-	2,252,800	3,379,120
6	-	-	10,419,200
<b>P-3</b>			
<b>Grades</b>			
1 - 3	13,680,000	13,680,000	13,680,000
4	2,918,400	2,918,400	2,918,400
5	-	1,945,600	2,918,400
6	-	-	8,998,400
<b>Total:</b>	89,966,800	119,333,200	160,549,040
Calculation for 1,000 schools(2)	- 18(1) = \$4,998,155 X .6211 = \$3,104,000	- 18(1) = \$6,630,000 X .6211 = \$4,118,000	- 18(1) = \$8,919,400 X .6211 = \$5,540,000 (Required) But capped at FY 90 lev of \$4,118,000

\* See notes on page three and see textbook and student table for number of grades in session, by year.

(1) Exchange rate.

(2) As explained in the notes, page 1, costs for 1,610 schools were used and then adjusted downward by the ratio of 1,000/1,610 or 62.11%.

TECHNICAL ASSISTANCE BUDGET

(in \$000s)

	<u>FY 89</u>	<u>FY 90</u>	<u>FY 91/92 (1)</u>	<u>TOTAL</u>
<b>A. SALARIES</b>				
-----				
Field Officers				
-----				
Team Leader	57	60	94	211
Prog. Director	49	51	80	180
Prog. Director	44	46	72	162
Finance Dir.	53	55	87	195
Home Office	68	71	111	250
<b>B. ALLOWANCES</b>	92	97	153	342
-----				
<b>C. FRINGE BENEFITS</b>	55	58	92	205
-----				
SUBTOTAL A, B + C	418	438	689	1,545
-----				
D. TRAVEL - HOME OFFICE	9	9	13	31
E. TRAVEL - FIELD	21	23	60 (2)	104
F. OTHER DIRECT COSTS	25	27	45	97
G. LOCAL PERSONNEL	93	98	148	339
-----				
OVERHEAD (56% Sub- total A,B & C)	234	245	385	864
=====				
	800	840	1,340	2,980

(1) 6 Mos of FY 92

(2) Includes repatriation

HIGHER FUNDING LEVELS  
(\$000)

If additional funds become available, the following supplements to the amended project would be desirable. They are listed in approximate priority order.

	FY89	FY90	FY91
1. Additional Primary Schools	\$2,276	\$3,008	\$3,956

These amounts of AID funding would allow the number of ECA-sponsored schools inside Afghanistan to be increased from the 1,000 school limit under the amended ESSP to 1,610, the number of schools to which AID-financed ECA textbooks and supplies have already been furnished.

2. Add'l Supplementary Literacy Materials	100	75	75
---	-----	----	----

Additional supplementary reading material on priority resettlement and rehabilitation issues (health, agriculture, mine clearing, etc.) could be produced. Without such additional materials, newly literate Mujahideen and primary school students will have little to read and their hard won literacy skills will be lost. Simple pamphlets written with a controlled vocabulary and presented in a motivational style would be low cost and potentially high pay off items. They would serve educational ends by encouraging newly literate people to practice and consolidate their reading skills while serving rehabilitation ends by providing messages helpful to a successful resettlement procedure. The ECA, as presently constituted, is capable of producing such material.

3. Additional Literacy Training/Adult Education	--	400	400
---	----	-----	-----

Additional funding in FY90 and FY91 would double the number of Afghans who will attend literacy training/adult education courses inside Afghanistan following the withdrawal of Soviet troops and the return of many refugees. The amended ESSP will provide funds for 16,000 more per annum to be trained.

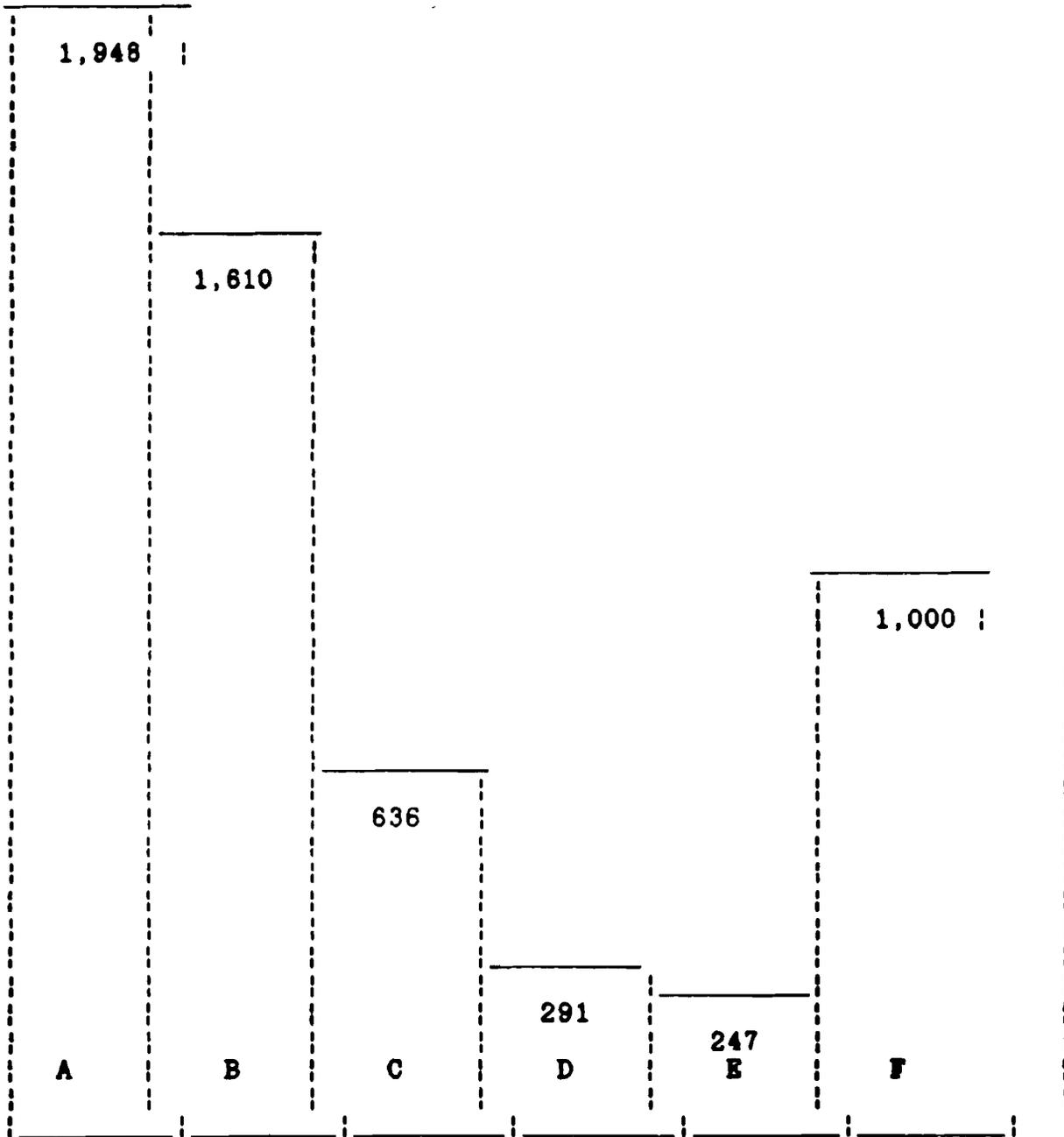
4. Further Additions to Primary School Support  
5,596 7,397 9,726

The additional funding would make possible full textbook, school supply and salary support for 2,500 ECA-sponsored cross-border schools, that is, 1,500 schools more than the 1,000 envisaged under the amended ESSP. This target would be optimistic for FY89 in assuming that 890 more schools (2,500 less 1,610) would be soon identified for ESSP support. ECA expects, however, that additional schools will be reported by the ESSP monitors who are still inside Afghanistan.

5. Higher Education Planning  
Initiative 150 150  
150

With AID or other donor financing the formation of a consortium of Afghan higher education experts would be encouraged to draw up plans for the rapid rebuilding of facilities and programs at Kabul University and other institutions of higher education.

STATUS OF ESSP SUPPORT OF CROSS-BORDER PRIMARY SCHOOLS



A. Identified Schools These 1,948 cross-border schools have been identified by a political party of the Alliance or by the ECA as potential schools to be supplied and eventually monitored and supported through ECA.

B. Supplied Schools Of the 1,948 identified schools, 1,610 have been supplied with books, teaching material and student supplies.

C. Verified Schools Of the 1,610 supplied schools, 636 have been visited by ECA monitors and verified as existing and having books, etc. Complete data, including teacher background and qualifications and student counts exist on these schools. The schools in category C are now eligible for ECA teacher salary support, even though most have not yet received the salaries.

D. Teacher Salaried Schools Of the 636 "verified" schools, 291 have been given cash for payment of teacher salaries.

E. Salaried and Resupplied Schools Of the 291 schools that have been verified and the teacher salaries paid, 247 have been resupplied with a second round of teaching materials.

F. ESSP Proposed Target The amended ESSP target level of 1,000 fully supported schools; that is books, supplies and teachers salaries.

ASSISTANT  
ADMINISTRATORActivity AuthorizationName of Activity: Education Sector 81Number of Activity: (306-0202)

Pursuant to Section 904 of the International Security and Development Assistance Act of 1985, and the provisions of the Foreign Assistance Act of 1961, as amended, I hereby authorize the Education Sector Support Activity for humanitarian assistance to the free Afghan people. This Activity involves planned obligations of not to exceed \$8,900,000 in grant funds over a three-year period from the date of this authorization, subject to the availability of funds in accordance with the A.I.D./O.Y.B. allotment process, to help in financing certain foreign exchange and local currency costs

This Activity will provide, inter alia, for humanitarian assistance related to primary education to the free Afghan people remaining in Afghanistan.

The Agreement(s) obligating funds for this Activity, which may be negotiated and executed by the official(s) to whom such authority is delegated, shall be subject to the following terms and conditions, together with such other terms and conditions as may be deemed appropriate:

Based on the justification provided in the attached Action Memorandum, and pursuant to my authority under the above-referenced law, I hereby approve negotiation of a contract with the University of Nebraska on a non-competitive basis and without publication of a synopsis of that intended action.

-2-

Authorized source/origin for goods and services shall be the United States, Pakistan, and when deemed appropriate by the A.I.D. Representative, countries in A.I.D. Geographic Codes 941 and 935.

Other waivers or deviations from usual project implementation requirements in connection with procurement procedures, eligibility, commodities, source/origin of motor vehicles, or audit shall be based upon appropriate determination by the A.I.D. Representative of the necessity therefor.



Charles W. Greenleaf, Jr.  
Assistant Administrator  
Bureau for Asia and Near East

08 AUG 1966

Date



UNITED STATES AGENCY FOR INTERNATIONAL DEVELOPMENT  
OFFICE OF THE AID REPRESENTATIVE

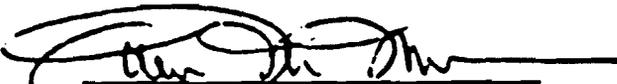
American Emi  
Islamabad, Pak

ACTIVITY AUTHORIZATION AMENDMENT #1

Name of Country: Afghanistan  
Name of Activity: Education Sector Support  
Project Number: 306-0202

Pursuant to the provisions of the Foreign Assistance Act of 1961, as amended, the Education Sector Support Project was authorized on August 8, 1986 with a life of project funding of not to exceed Eight Million Nine Hundred Thousand Dollars (\$8,900,000) in grant funds. This authorization is being amended to increase the life of project funding by Five Million Four Hundred Thousand Dollars (\$5,400,000) to a new level of not to exceed Fourteen Million Three Hundred Thousand Dollars (\$14,300,000) in grant funds, subject to the availability of funds in accordance with the AID/OYB allotment process, to assist in financing certain foreign exchange and local currency costs for the Project.

All other terms and conditions as provided for the original Activity Authorization, except as hereby amended, shall remain in full force and effect.

  
John H. Miller  
Acting A.I.D. Representative

3/9/88  
Date

07-2016717  
 TO: RFP/IL  
 OR: RFP/US 43629 2152215  
 240 07000 220  
 3 132211Z JAN 89  
 FM SPOSTATP WASHDC  
 TO AMEMBASSY ISLAMABAD IMMEDIATE 551?  
 PT  
 UNCLAS STAFF 213429

19-JAN-89  
 TPO: 22142  
 CV: 22298  
 CNO: 410  
 DIST: AREP  
 ADD:

ATBAC FOR AID REP

R.O. 12358: W/A

PAIS: W/A

SUBJECT: AFGHANISTAN: FUNDING AUTHORIZATIONS AND CONTRACT AMENDMENTS

REF: ISLAMABAD 26264

1. AID BUREAU CONCURS IN THE PROPOSED AMENDMENT OF THE PROJECT AUTHORIZATIONS TO INCREASE LIFE OF PROJECT FUNDING AND PERMIT FY 99 FUNDING AS DESCRIBED IN REF PPL: I.E., INCREASING CEP PROJECT FROM DOLS 24.5 MILLION TO DOLS 39 MILLION AND EDUCATION PROJECT FROM DOLS 9.0 MILLION TO DOLS 14.5 MILLION. WE UNDERSTAND THESE PROJECTS AS WELL AS THE HEALTH PROJECT WILL BE FURTHER AMENDED AS APPROPRIATE IN FY 99 AFTER PROJECT ASSESSMENTS AND REDESIGNS. ASSUME NO FACH EXTENSIONS ARE REQUIRED AT THIS POINT SINCE C BRYNT PACH FOR BOTH EDUCATION AND CEP PROJECTS IS AUGUST 1999. ADVISE IF THIS IS INCORRECT.

2. WE CONCUR IN PRINCIPLE WITH AID/RFP'S USE OF QUOTE NOTWITHSTANDING UNQUOTE AUTHORITY AS BASIS FOR CONTINUATION OF EXISTING CONTRACTS ON A NON-COMPETITIVE BASIS FOR THE HEALTH, EDUCATION, COMMODITIES AND AGRICULTURE PROJECTS. CLEARLY IT WOULD BE DISRUPTIVE TO THE PROGRAM TO ENTER INTO A COMPETITIVE PROCESS TO CARRY OUT WORK WHICH IS IN MID STREAM.

3. IN THE CASE OF THE AID CONTRACT FOR COMMODITIES, HOWEVER, WE BELIEVE THAT EXTENSION SHOULD BE LIMITED TO AN ADDITIONAL SIX MONTHS, GIVEN LACK OF AN AGREED OVERHEAD RATE AND PROBLEMS WITH ACCOUNTING AND PROCUREMENT SYSTEMS WHICH HAVE BEEN DISCUSSED WITH O/AID/RFP BY JIM MURPHY (ARR/PPE). IT IS IN THIS CONTEXT THAT WE ARE ALSO CONCERNED ABOUT PROGRAM'S DEPENDENCE ON THIS SINGLE CONTRACTOR FOR WIDER RANGE OF PROCUREMENT SERVICES. WE BELIEVE THE MISSION SHOULD SEEK TO PUT IN PLACE A SECOND, ALTERNATIVE SOURCE OF SERVICES TO REDUCE THIS DEPENDENCY. WE PLAN TO DISCUSS THIS ISSUE DURING REVIEW OF THE PROPOSED VEHICLE MAINTENANCE FACILITY. TERRY MCMAHON IS ALSO PREPARED TO DISCUSS THIS ISSUE FURTHER DURING UPCOMING PPT

JAN 17 1989  
 DEPARTMENT OF STATE

*John*

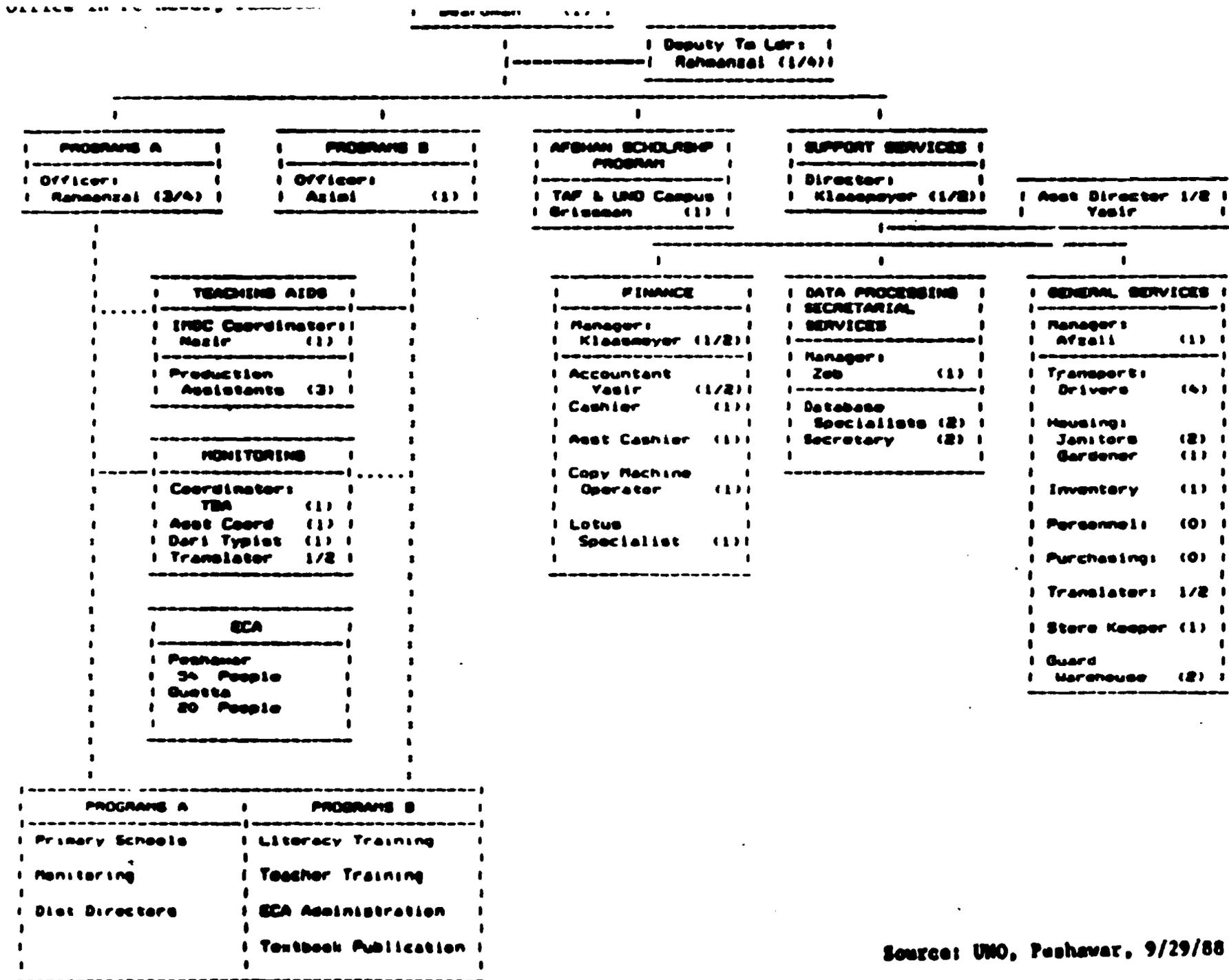
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TRANSLATION OF PAPER PREPARED BY THE EDUCATIONAL COUNCIL SEVEN PARTY AL  
Urgent Proposals of Education  
Council.

October 23, 198

- 1- Considering promotion of primary education: Since a large number of students finished primary schools, promoting these primary schools inside Afghanistan to middle schools is necessary. Also we need to publish seventh class books within a few months, so that these students could be admitted to middle schools.
- 2- To solve the problem of ununiformity of curriculum in free Afghanistan it is necessary for the children of Mujahids and Refugees to follow the same curriculum in schools in Afghanistan or in those of Afghan commissioners in Pakistan. To achieve this objective, if you please approve the printing of additional books for schools in refugee camps in Peshavar as well as for those in Quetta.
- 3- Utilizing American scholarships for Afghans is very important, because one can at least renew his previous knowledge in one year to take an active part in the reconstruction of Afghanistan. Therefore it would be very useful to expand and continue these scholarships.
- 4- Opening of Management Institute which has been approved previously, would be better to be done quickly.
- 5- As shortage of teachers in a free Afghanistan is a great problem. Therefore establishing teacher training courses would help to solve this problem.
- 6- Since a big number of Afghan teenagers actively participated in the Holy Jihad, or because of the lack of schools in their areas could not study, and now their age is not suitable for joining an ordinary school. They will be deprived from furthering their education, to alleviate this problem it is necessary to establish equivalency courses so they would be able to bring up their level and continue their study in ordinary schools.
- 7- As literacy courses in Afghan refugee camps in Peshavar have brought us good results, therefore the establishment of such courses inside Afghanistan will be fruitful.
- 8- Starting vocational courses for the handicapped, who are deprived from education, would help a great number of people to take themselves out of the situation where they have been a burden on others in their societies.



Source: UNO, Peshawar, 9/29/88

## Social Soundness Analysis

### 1. Social-Political Context

Establishing an educational program to operate inside Afghanistan from Pakistan has created a number of difficulties. Since United States citizens are not allowed in Afghanistan, usual standards of accountability and oversight are impossible. This has meant that special mechanisms have had to be developed to identify or initiate schools inside of Afghanistan. Problems of security are especially acute, and political arrangements must be carefully made so that the schools and their personnel are as safe as possible. Security issues were a concern in the first years of the project as some schools were bombed or shelled.

#### a. The Alliance

The war of liberation in Afghanistan has been going on for ten years now and may be nearing an end. The freedom fighters, called Mujahideen, are organized into seven resistance parties, called Tanzims, that are allied into a seven party alliance, called the Islamic Unity of the Afghan Mujahideen. The parties in the Alliance conduct the guerrilla war inside of Afghanistan, each party having from 10 to 50 thousand fighters. The seven parties vary in structure and organization, some being well organized and disciplined while others are not much more than a loose group of independent commanders.

Overtime, the parties have moved into non-military concerns, such as health and education, as they realize that the population in the liberated areas of Afghanistan and in the refugee camps of Pakistan must also be taken care of. Each of the parties operate a number of schools and hospitals or clinics inside Afghanistan, many with the help of AID, or other international assistance entities, largely PVOs.

The seven parties in the Alliance operate independently on most issues, but some cooperation is occurring. Each has its own schools for instance, but they cooperate on overall education strategy.

The Seven Party Alliance is a quasi-governmental organization and to some degree can be said to represent Afghans who opposed the Marxist government in Kabul and the Soviet occupiers of Afghanistan. As such, the Alliance offers an organization through which humanitarian assistance can be channelled to most of the liberated areas of Afghanistan. The ESSP has and will continue to channel aid through the Seven Party Alliance.

Working through the Alliance, however, has its drawbacks. For one the various parties within the Alliance often fail to cooperate in meaningful ways. The leaders of the seven parties come from different ideological and religious backgrounds making cooperation at times difficult. In addition, the leaders of the seven parties were not leaders in Afghanistan before the war and, therefore, are not trusted or respected by all Afghans. The authority of the leaders of the Alliance is not based on the traditional Afghan political structure which rests on tribal or territorial power. Their authority is based rather on their ability to control resources that the international community channels to the Afghan cause through Pakistan. Since their headquarters is in Peshawar, while the war is conducted inside Afghanistan, many Afghans do not feel they have been a part of the real fighting.

The Alliance also does not represent people from all segments of Afghan society. The leaders of the seven parties, save one, are primarily from the area of Afghanistan that is near the Pakistan border. Therefore, people from the center, North and West of Afghanistan are under-represented. In addition, the leaders of the Alliance are all Sunni Moslems and, as a result, the estimated ten percent of the population of Afghanistan who follow the Shi'iah branch of Islam are not represented.

b. Regional Councils

Other power bases are evolving in Afghanistan as the war progresses. Regional councils, or Shuras, of commanders or traditional elders are emerging in some areas of Afghanistan. While these councils maintain minimal allegiance to the Alliance in Peshawar, they have increasingly staked out independent positions. These councils are acting as regional governments in their areas and are assuming more governmental roles. Councils exist in the north of Afghanistan, around Herat and in Kandahar, as well as a growing number of areas in other parts of Afghanistan. These councils can be used to channel humanitarian aid into Afghanistan, since they can sometimes better arrange for cooperation and security in their region than can the Alliance in Peshawar.

Working through these councils, however, also has disadvantages. Since they exist in Afghanistan they are hard to contact and to work with. Since they do not exist in all areas of Afghanistan, working with the councils is not an effective means of getting humanitarian aid to all parts of Afghanistan. Also, by working with the councils as opposed to the Alliance, the aid effort could encourage the regionalization of Afghanistan when efforts should be made to strengthen nation-building.

c. Individual Commanders

The third option for delivering humanitarian aid to Afghanistan is to work through individual commanders. Commanders are leaders who control a group of freedom fighters that can number from 10 to 50 thousand. They work closely with the civilian population in many areas, and organize schools and health clinics for the population in the areas they control. Most commanders also have connections with Alliance parties in Peshawar, but that connection varies from strong to virtually nonexistent.

By channelling humanitarian aid through individual commanders, some relief organizations feel they can exercise better control. By selecting only commanders thought to be trustworthy, relief organizations believe that they have a better chance of actually getting the aid to where it should go and have better accountability.

Working with individual commanders also has many of the disadvantages of working with the councils. For one, it does not encourage nation-building and could lead to a country composed of small fiefdoms. And by selecting just those commanders found to be honest according to Western criteria, aid is not distributed evenly or fairly in Afghanistan. The delivery success of the PVOs who choose to work with individual commanders is not demonstrably better and is certainly less extensive than those who work through the Alliance in terms of humanitarian resources actually delivered into Afghanistan.

2. Beneficiaries

The beneficiaries of the amended ESSP will be the village children of Afghanistan and those refugees who will soon return to Afghanistan.

a. Rural Primary Education

The major thrust of this component is continued support of the rural primary school program started in 1985. The direct beneficiaries will be the primary-aged children, 7-12, in rural Afghanistan. Indirectly all of Afghanistan will be aided.

Government-supported education in Afghanistan is relatively new. By the time of the war in 1978, only a small percentage of the rural boys and virtually none of the rural girls attended schools. The country had a literacy rate of around 10%, and was primarily confined to the cities. This situation has become worse since the war.

Education in the rural areas has been traditionally left to the village Mullah, or Islamic priest, and was confined to teaching the village children to chant parts of the Quran, the Islamic holy book. In rural Afghanistan, as in much of the third world, children are needed at an early age to help in the economic subsistence of the village. Little girls take care of the younger children, even at a young age, and both boys and girls are used in the fields or as shepherds. Village schools usually only offered classes to grade three, since children at that age were still too small to work. Beyond grade three, the drop out rate increased dramatically.

#### b. Adult Literacy and Manpower

The beneficiaries of the adult literacy and the manpower development components will be those Afghans who have lost the opportunity for education because of the war. These men and women have either been in refugee camps where education was not possible or have been fighting the war and thus unable to attend school. As the war winds down, these adults will want to participate in the reconstruction of the country and for this they will need to be given basic tools.

Adult education usually has not been successful in the past in Afghanistan, primarily because adult Afghans must work to survive and thus have little time for education. Also, historically in Afghanistan, basic skills, even literacy, was handed down from parents to children. The idea of going to a school to learn basic skills was foreign to the Afghans.

The usual way of doing things, however, may no longer be relevant. Many Afghans have not had the chance to acquire basic skills because of the disruptions of the war. While literacy among the children in the refugee camps is higher than before the war in Afghanistan, literacy among the adults is lower. The popularity of the Jihad literacy courses argue that there is a demand for adult literacy.

#### 3. Women in Afghan Education

There is no greater difference between Western society and Afghan society than the role of women. The Afghan view of the role of women is rooted not only in their own customs and heritage, but in the teachings of Islam as well. Yet the role of women varies greatly in different countries in the Islamic world, from one of almost complete freedom and equality, as in the upper class of Turkey or Syria, to that of virtually complete isolation as in Afghanistan or Yemen. In general, however, in almost all of the Islamic world the revival of conservative religious sentiment has meant that women have had to return to more conservative roles after many decades of progress. The education of women has suffered because of this.

In Afghanistan, women have only recently been included in the educational process. Traditionally, education was only thought to be appropriate for boys, since women were expected to be wives and mothers when they became adults, roles for which education was not thought to be necessary. In addition, many of Afghan codes that dictate proper behavior come from the conditions found in tribal societies. Tribal social structure is a particular form of social organization found primarily among peoples who are or have been nomadic. Not all ethnic groups have a tribal social structure. However, the Pushtuns, who have dominated Afghan society to the present, are organized into tribes, although the strength of tribal custom varies greatly from the Gilzai and other eastern tribal confederations which have a very strong tribal structure, to the Durrani Pushtun in the Kandahar area who are less organized on tribal lines.

In tribal society women are viewed as a valuable commodity. Marriages are arrangements between subtribes or clans for the purpose of settling disputes or the making of alliances between neighbors. The value of the women in this exchange is directly related to their virtue or purity. Women are not to be seen by strangers, and tribal codes generally proscribes that if a woman is found to have violated codes of purity, specifically virginity or marital fidelity, they are often killed, for their value to the tribe has been greatly diminished.

Education in this context is difficult. Convincing families to send their girls to schools violates norms of seclusion, even if the teachers are female. In addition, families generally fear that education of women may lead to other unwanted developments, such as westernization.

According to a World Bank study, by 1977 only 8.6 percent of girls between the ages 7 to 12 attended primary schools, while 51.2 percent of the boys of the same age attended school. Three percent of the girls attended middle school and only 1.4 percent of the girls of high school age were able to attend secondary school. These figures are among the lowest in any Moslem country. Nonetheless, until about the age of 12, girls attended primary schools with boys, and there were a limited number of female high schools, primarily in Kabul. Kabul University was co-educational. The veil (chador) as a measure of seclusion, was not common among all Afghans. For instance, it was not usually worn by tribal women and often not worn by village women. It was deliberately shed among elite women with the support of the progressive Mullahs. Prior to the 1978 extreme Marxist positions on women's rights, there was a gradual, but non-forced, progression away from seclusion and towards more equality.

Despite Marxist ideology regarding the equality of women, the Soviet invasion and the subsequent war of liberation made the already difficult situation even worse for women's education in the rural areas. While little is known about the situation in the cities, there is now virtually no education left in the countryside for boys or girls, except that which has been started by individual commanders or by cross-border efforts from Pakistan. Of these, most, if not all, do not include women.

The war has also increased the sensitivity of the Afghan people to women's education. Since compulsory education of women was an early agenda of the Marxist regime, many religious leaders of the resistance associate women's education with the Marxist government and are therefore strongly against it. In addition, the war in Afghanistan has led to the emergence of people with religious backgrounds in positions of leadership in the resistance, both inside and outside of Afghanistan. Thus, Afghan attitudes towards women's roles have become even more conservative.

Yet, despite a very conservative atmosphere, there have been some successful attempts at including Afghan women in education among the refugees. In the camp schools started by the Government of Pakistan, there are seventy-three girls primary schools and three middle schools. In addition, there is a high school for Afghan girls in Peshawar and several private schools that Afghan women attend.

PVOs working in the camps have been able to incorporate women into some of their activities. Although efforts to educate females in the camps often face stiff initial opposition from religious leaders, it often can be achieved if handled in a tactful and sensitive manner. Clearly, there are many women who would like to attend school and many families who would allow their girls to attend, but who fear the possible reprisal from the conservative political leaders who now dominate the Afghan scene.

Given the transitional character of the present educational project and the difficulty of cross-border monitoring, it would be difficult to attempt to include women in the rural primary education component, except in situations in which requests are made from inside Afghanistan for support of already existing schools. Some of the commanders are sympathetic to women and girls in the educational system.

So far, no request for female schools have been made to the ESSP and none are expected from the more traditional Islamic leaders. It is, however, anticipated that when Afghanistan is liberated the role of women in education will increase among more pragmatic and less ideological leaders. In the resettlement, rehabilitation and reconstruction of Afghanistan the role of the women will be important and women must be included in educational planning at that time.

On the other hand, it is feasible to include women in educational projects in Peshawar and the manpower development program will include women. Clearly women will be critically important to the successful resettlement, rehabilitation and reconstruction of Afghanistan. The redesign team has met with Afghan women leaders now in exile in Peshawar. They clearly expect to play a significant role in the future of Afghanistan and would like to participate in manpower training. The manpower development program will, therefore, include training for Afghan women.

#### 4. Education and Refugee Repatriation

The resettlement of the refugees back into Afghanistan is a large task fraught with many problems. While a number of agencies, led by the UNHCR, are preparing for the refugees' return, there remains several important questions:

-How many of the refugees will go back and how many will stay? Evidence from other refugee situations indicates that most usually do not go back unless conditions in the country of return are right. In almost all other refugee situations some fraction of the refugee population does not return even if all conditions are met.

-When will the refugees return? Their return will depend on the political situation in Afghanistan, security, the crop seasons, the rehabilitation of the economic infrastructure, and the whims of the political leadership.

-Where will they go? Since a large segment of the refugees have been out of Afghanistan for nearly ten years, there are some indications that many of the refugees will not return to their valleys and villages in Afghanistan, but rather to the major cities, primarily Kabul. This will put increased strain on the resources in those cities.

In this situation, planning an educational program that will aid in the repatriation process is difficult. The first needs of the returning refugees will be for food and shelter and then to the reconstruction of their economic subsistence. However, very soon after they return, there will be a need to establish schools. The experience in the camps has shown that the Afghans are very

interested in education and schools have been made readily available in the refugee camps. The refugees have come to expect schooling for their children. When these refugees return, they will expect schools inside Afghanistan as well.

Clearly, the goal should be to have schools in the areas to which the refugees will return. Yet, the method used to date to assist ESSP-supported schools in Afghanistan has not taken refugee return into account. The schools operated by the ECA have been placed in areas inside of Afghanistan where they can safely operate. Secure zones are areas inside Afghanistan where by definition there is little fighting and an area where there is a stable population. These areas are not the areas from which the refugees came, since refugees usually fled because of fighting in their area.

Table 3 in Section II, Background, shows the distribution of refugees by the province from which they came and the number of schools in each of those provinces. The provinces with the most schools are not necessarily the provinces with the most refugees. There are, for instance, 102 schools in Wardak Province, yet there are only 9,000 refugees from that province now in Pakistan. In Kandahar, the province from which the most refugees fled, there are 78 schools, and even these schools may not be in the areas to which the refugees will return. While it is to be expected that the AID-supported schools have not always been placed in areas where large numbers of refugees will return, this should be a priority in the future placement of schools. Even though this AAM places a limit on the amount of schools receiving full support (i.e., including teachers' salaries) at approximately 1,000, below the 1,610 that the ECA has given initial support, there will still be room to add new schools as schools thought to exist are not verified or as other schools drop-out. As these decisions are made, putting schools in the areas in which the refugees are going will be given a priority.