دافغانستان اسلامی جمهوریت

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**ISLAMIC REPUBLIC OF AFGHANISTAN
MINISTRY OF EDUCATION**

NATIONAL EDUCATION INTERIM PLAN

2011-2013

"By 2020 all children in Afghanistan, boys and girls alike, will be able
to complete a full course of primary education."

Afghanistan's MDG for Education

January 2011

Table of Contents

Abbreviations

AFMIS	Afghanistan Financial Management Information System
AGEI	Afghanistan Girls' Education Initiative
ANDS	Afghanistan National Development Strategy
AUSAID	Australian Aid
CSO	Central Statistics Organization (Afghanistan)
DANIDA	Danish International Development Assistance
DFID	Department for International Development
EDB	Education Development Board
EDF	Education Development Forum
EFA	Education For All
ELA	Empowerment of Literacy in Afghanistan
EMIS	Education Management Information System
ERTV	Education Radio and TV
FTI	Fast Track Initiative
GER	Gross Enrollment Rate
GIRoA	Government of the Islamic Republic of Afghanistan
GPI	Gender Parity Index
HRMIS	Human Resources Management Information System
ICT	Information and Communication Technology
IECWG	Inclusive Education Coordination Working Group
JICA	Japan international Cooperation Agency
LCEP	Literacy and Community Empowerment
MDG	Millennium Development Goals
MoE	Ministry of Education
MoF	Ministry of Finance
MoLSA	Ministry of Labor and Social Affairs/National
MTFF	Medium Term Fiscal Framework
MTEF	Medium Term Expenditure Framework
NER	Net Enrollment Rate
NSDP	National Skills Development Program
NCSTE	National Centre of Science and Technology Education
NESP	National Education Strategic Plan
NIMA	National Institute for Management and Administration
NRVA	National Risk and Vulnerability Assessment
PRTS	Provincial Reconstruction Teams
R-Fin	Right-Financing
TTC	Teacher Training College
TVET	Technical and Vocational Education and Training
WB	World Bank
USAID	United States Agency for International Development

Foreword

The development of sound national policy is critical for our future: policy indicates where we want to go, what we want to achieve, and how we plan to achieve our goals. Policy is driven by national aspirations that are clearly articulated in the Afghanistan National Development Strategy (ANDS). The Education National Education Strategic Plans (NESP-1 and 2) are based on ANDS and show how the overall goals of ANDS are to be achieved with respect to education provision. Each plan is of a limited duration, allowing us to ensure that policy is evidence-driven and that it can respond to emerging issues.

Our Constitution guarantees the right of all our children to an education that will develop their potential to contribute to personal, communal, and national well-being. Our Education Act translates the articles of the Constitution into more specific laws that regulate the development of the sector and thus ensures that the rights of children are fully realized.

NESP-1 and NESP-2 are major landmarks in the development of education in Afghanistan. Initially developed with considerable external assistance (NESP-1), NESP-2 has emerged from within. Following extensive consultation with all sector stakeholders (civil society and our international partners), it is now the framework for the development of our sector.

However, policy is not static. We are aware of a number of weaknesses in our NESPs and thus we commissioned a full sector analysis (ASI-ESA, 2010) to analyze the sector in depth and show which areas we might have neglected, which issues need greater attention, etc., and how to move towards a more cohesive and robust policy. We are now incorporating necessary changes in the updated version of NESP-2.

In the meanwhile, my ministry has been exploring how we can become a member of the Fast Track Initiative (FTI) Partnership, a global alliance that has the overall aim of assisting countries to achieve the Millennium Development Education Goals and the Education For All (EFA) targets. We have reached agreement with the FTI Secretariat that we will submit an Education Interim Plan for the period 2011-13, as: (a) a means of joining the FTI "family", and (b) a means of qualifying for financial assistance to support our EFA strategy. The Interim Plan is based on the low-case resourcing scenario of NESP-2 priority programs. We would hope that following the implementation of the Interim Plan, we would be in a position to submit a full sector plan in 2015, which will embrace the education sector as a whole.

This Interim Plan addresses the critical issues raised by the Education Sector Analysis (2010) and the initial appraisal of the NESP-2. Other key contributing documents/studies have been the World Bank-supported Expenditure Review and the National Priority Programs document.

The Interim Plan will be appraised by the Local Donor Group here in Afghanistan and, following the recommendations of this group, will be formally submitted to the FTI Secretariat. It is hoped that an eventual endorsement of the Interim Plan will allow us to apply for FTI EFA Funds to help us achieve the objectives of this plan. The Education Interim Plan will form the base for the coordination and alignment of local donor support to education in Afghanistan.

My government is committed to achieving all the EFA goals and objectives. This will not be easy, given the existing operational difficulties in many parts of our country. However, we have shown – and our communities have shown – that we can negotiate our way towards making education available even in remote and difficult areas. My ministry is committed to implementing reform and building sustainable capacity and national and sub-national level for effective education service delivery. It is my hope that the Interim Plan will give an extra push to these efforts and enable us to embrace all our children equally as we provide psychological remedies and hope for our war- and conflict-driven nation to see itself as a meaningful member of the FTI.

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Farooq Wardak
Minister of Education
Kabul, 1389/2010

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Executive Summary

The future of Afghanistan depends on its people. It depends on the capacity of its people to improve their own lives, the well-being of their communities, and the development of the nation. Human resource development is thus the cornerstone of national development plans. Education is both a prerequisite for economic development and an essential building block in national reconciliation and peace-building efforts. Afghanistan's citizens have suffered too long and none more so than its children; an effective education service can really build a better future.

The educational challenge is daunting. A seven-fold increase in demand for education since 2001 has placed significant strain on the existing system. The demand for education has continuously exceeded supply, leading to increased donor dependence. There are now nearly 7 million children enrolled in school (over 37 percent girls), compared to slightly more than 1 million seven years ago. However, these represent only 58 percent of the total school age population and almost 15 percent, or nearly 1 million of those enrolled, are said to be *permanently absent*. High repetition and drop-out rates, together with very low time-on-task rates (schools operating in multiple shifts or constrained by weather and security factors) result in a very internally inefficient system. Lack of access to further educational opportunities and a poor labor market adds external inefficiency to the overall picture. Based on current demographic trends, some 8.8 million children are likely to require access to primary education by 2020. This is an increase over 2009 requirements of some 4 million students, assuming full enrollment. Meeting this demand would require an additional 99,000 teachers at an annual cost of US$232 million. Moreover, even with drops outs, secondary attendance (grades 7-12) will also increase by 3 million, requiring an additional 112,000 teachers at an annual cost of US$263 million.

However, one is obliged to develop policies, strategies, and plans to meet these challenges. The country has one great advantage: the undoubted support for education among almost all segments of society, a support often given in the face of threats from extremist elements (particularly in the case of girls' education).

NESP-2 has followed NESP-1 as the MoE's response to these challenges. NESP-2 is not as yet a full sector policy (tertiary education has still to be analyzed), but it does cover almost 90 percent of the education spectrum. The next education sector plan will be a full sector plan, including pre-school and tertiary education.

This Interim Plan (IP) has been developed to hasten MoE efforts in providing basic education throughout the country: in cities, villages, and remote rural areas. In rural and remote areas, the lack of education provides a feeding ground for extremism of all kinds. Education can breed tolerance and respect for diversity and it constitutes a major instrument in the national struggle for poverty alleviation. Girls' education is particularly critical in this respect both from the human rights point of view and because of the positive social impact that girls' education can have.

The IP is also a response to MoE willingness to join the FTI Partnership, a global movement that has the objective of helping developing countries reach MDG education goals and EFA basic education targets.

Reform of the education system and capacity-building of core and programmatic departments at national and sub-national level to deliver equitable and effective education services are integral parts of NESP/IP. Program 5 of NESP/IP is specially designed to address the current capacity constraints, while other programs also have capacity-building elements.

The MoE is submitting the IP in recognition of the specific circumstances in Afghanistan as the country struggles with the legacy of a 30-year conflict and ongoing instability. Thus, the IP has elements of emergency education (home-based education, relocation of female staff to rural schools, temporary buildings, etc.) and of development education (formal teacher education, curriculum development, etc). The IP will address key "do-able" activities within a three-year period. Its content essentially matches the short-to-medium term priorities of the MoE, as articulated in the Five Programs of NESP-2 (2010-2014). These are further articulated in the National Priority Programs developed by the Human Resource

Development Cluster (July 2010).[1] The IP focuses on the six EFA goals and thus extracts from the NESP-2 those activities that: (a) have a high probability of being implemented in the three-year period, (b) fall within the financial and human capacity of the MoE and its development partners, and (c) strongly support materialization of the rights of children and adults to education and training.

The MoE aims to harmonize policy documents. The relationships between NESP-2, the Interim Plan, National Priority Programs (NPPs), and the FTI proposal are shown in the following illustration.
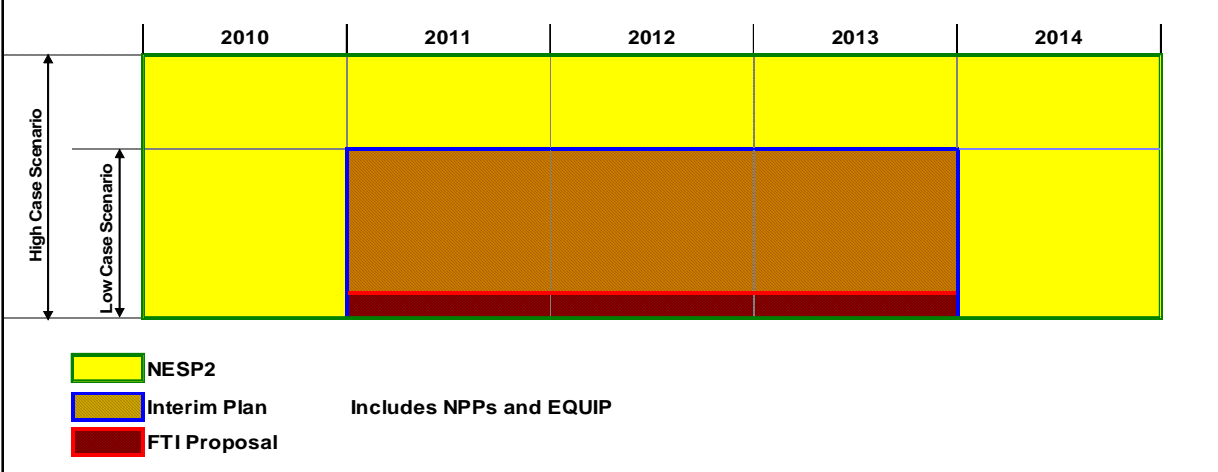
One of the major criticisms of earlier drafts of NESP-2 was that it was overly ambitious and financially unrealistic. The MoE maintains its ambitious goals but recognizes that "Rome wasn't built in a day" and has therefore adopted a scenario-based approach to financial planning. NESP-2 has been re-constituted on the basis of three scenarios: (i) low (on the basis of recent expenditure trends and incremental increases), (ii) medium (on the basis of potential increased government and external resources), and (iii) high (reflecting the total cost under ideal circumstances and driven by the hope to achieve all MDG education goals in their totality).

NESP-2 is essentially a policy and strategic framework. It is operationalized through the Annual Work Plans of the MoE, which are developed by the Department of Planning in close collaboration with the Provincial Directors of Education. Developing the capacity of education planners at decentralized levels will be a key feature during the IP/NESP-2 period.[2]

The Interim Plan follows this logic and its budget is built on the low-case NESP-2 budget scenario. Furthermore, the key activities within the IP programs are prioritized to enable the MoE and partners to allocate funding to high-priority activities first and then to others in case the total funding available is less than the projected annual cost.

The MoE develops annual operational plans with the active participation of provincial and district education offices. It will be possible to measure achievement on a yearly basis through the use of clear and measurable indicators, baseline data, and annual targets.

The IP reflects the program structure of the MoE, with the addition of "Access to education in deprived areas", which can be seen as a cross-cutting issue that supports increased girls' enrollment and retention, and with an emphasis on quality improvement through designated teacher improvement activities.

The IP includes five programs:

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[1] The emerging bankable programs idea (following the London conference and presented at the Kabul conference) was to boost economic development, good governance, and service delivery. Therefore, the main focus was placed on programs directly supporting economic development and employment generation. HRD cluster national priority programs were designed based on NESP-2, fleshing out the role of education and vocational training in economic development and employment generation/support.

[2] The MoE and UNESCO/IIEP have a joint on-going program to build planning capacity within the education system.

1. General and Islamic Education (with a focus on increasing access to basic education, particularly for girls and in rural areas)
2. Curriculum Development, Teacher Education, and Science and Technology Education
3. Technical Education
4. Literacy
5. Education Governance and Administration

The specific objectives of the Interim Plan are to promote the overall goals of NESP-2 through a more narrowly focused set of activities (see Part 2 of the IP):

- Increase enrollment in formal education by 1.8 million to 9 million (7.8 million in basic education with 40.3 percent being girls, and 1.1 million in upper secondary) with a focus on rural areas;

- Provide a quality-driven and conducive learning environment in all general schools to promote effective academic and intellectual development;

- Improve access, as well as retention and completion rates, for girls, *Kuchis,* and children with special needs;

- Develop and improve Islamic education to equip young people with increased capabilities for improved employment options;

- Ensure that all students and teachers have access to improved textbooks and curricular materials;

- Develop the capacities of all teachers to improve the quality of teaching and the learning achievements of students;

- Increase national literacy from 26 percent (12 percent female and 39 percent male) in 2009 to 40 percent (31 percent female and 48 percent male);

- Improve access, quality, and management of technical and vocational education and training (TVET); and

- Increase the capacity[3], effectiveness, efficiency, accountability, and transparency of the MoE at the strategic and operational levels, and within the framework of national laws and international commitments.

The estimated budget (operating and development) for the Interim Plan (low-case scenario of NESP-2) for the period 1390-1392 (2011-2013) is US$3.255 billion. The IP years are an integral part of NESP-2 (1389-1393).

The year 1388 is the base year and the budget below (Table 1) is the low-case scenario. The IP was developed on the basis of this scenario, with prioritized activities that reflect FTI objectives and EFA goals and objectives. The total core budget available for education in 1389 is around US$574 million (US$390 million operating and US$184 million development). It is estimated that around US$250 million will be spent on education through external budget means (donors, PRTs, etc). Therefore the total resources available for education will be nearly US$824 million. In addition, parents will contribute around US$75 million (tuition fees, educational materials, and transport) for private school education.

The estimated budget for the IP is more than US$1.1 billion (operating and development budget) per year. A low-case scenario (development budget only) could be, for example, pitched at about 450 million USD (core and external development budget). The MoE believes that on the basis of the low-case scenario, it could mobilize US$150-200 million per year through its core development budget and will therefore request a grant of around US$100 million from the FTI. The MoE anticipates that over

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[3] A taskforce (MoE and partners) under the Education Management Working Group of Human Resources Development Board (HRDB) has developed a proposal for Developing Effective Program Management and Administration Capacity at National and Sub-national Level for joint donor funding. The concept of pooled funding for capacity building is under discussion at HRDB.

US$250 million will be mobilized/available for education by donors and partners through external development projects.

It is important to note that this is the development budget. Accompanying operational costs are covered by the regular budget of the MoE. (See chapter on financing the sector).

Table 1: IP budget (highlighted in yellow)

National Education Strategic Plan 1389-1393 (low-case scenario)

All Five Programs	USD millions (US$ '000,000)							
Summary Costing	1387 Actual	1388 Actual	1389 Projected	1390 (2011) Estimate	1391 (2012) Estimate	1392 (2013) Estimate	1393 Estimate	Total 1389-1393
Operating (Recurrent) Expenditures								
Wages and Salaries (21)	226	287	429	499	538	574	607	2,647
Goods and Services (22)	29	26	47	60	70	80	91	348
Purchase of Assets (25)	7	1	2	3	3	4	4	17
Sub-total All 5 Programs Operating	*262*	*314*	*478*	*562*	*612*	*659*	*702*	*3,012*
Development Budget	60	77	381	404	479	540	651	2,455
TOTAL	322	391	859	966	1,091	1,199	1,353	5,467

Source: MoE, 2010.

One of the problems in planning education in Afghanistan is that almost 80 percent of education sector activities are off budget. While most donors claim that their programs are on plan, the fact remains that the MoE has little authority over a great deal of donor activity. In the provinces, for example, Provincial Reconstruction Teams (PRTS) carry out a lot of education-related activities (especially construction) with little coordination with the central Ministry of Education. These activities are either not an integral part of the NESP or not focused on the MoE's annual priorities.

One of the intentions behind this Interim Plan is to demonstrate that the MoE can not only mobilize funds for immediate implementation, but also create a good track record to place it in a much stronger position when submitting a full sector plan.

Therefore, the MoE will seek, in the event of FTI endorsement for this IP, a grant of around US$100 million.

The Interim Plan document is divided into three parts:

Part 1: The Education Sector. This is substantially the same as NESP-2 (2010-14). It analyzes the sector in the context of national development issues and in terms of education service delivery.

Part 2: The Interim Plan Programs. These are derived from NESP-2 and the National Priority Programs (July 2010). The rationale, a SWOT analysis, and the objectives of the programs are given. Each program is presented in terms of major activities, performance indicators, base year data, and annual targets.

Part 3: Operational Plans. This section focuses on operational plans for the IP period, the first year of the IP, and the decentralized (provincial) planning processes.

The statistics used in IP are mostly drawn from the MoE/EMIS.

PART 1. The Education Sector

1. Introduction: National Context

Development in Afghanistan presents very complex challenges as a result of the country's history, its cultural and ethnic diversity, the fact that it has been engaged in armed conflict for more than 30 years, and the current internal strife, which has a significant impact on all development activities, in particular, education delivery. This introduction sets out the current macroeconomic, demographic, geographical, service delivery, and public expenditure management framework against the backdrop of growing insecurity, limited capacity, and fiscal uncertainty.[4]

Delivering quality universal education in Afghanistan is remarkably complex, calling for the development of a realistic plan, shaped by the various structural challenges capable of impeding progress. The emerging demand scenario is particularly striking. A seven-fold increase in demand for education since 2001 has placed significant strain on the existing delivery system. Although many strengthening measures have been adopted, supply-side constraints are likely to substantially limit effective demand over the medium term. The demand for education has continuously exceeded expectations and the capacity of supply, leading to increased donor dependence. There are now nearly 7 million children enrolled in school, over 37 percent of which are girls, compared to little more than 1 million enrolled just seven years ago. However, 42 percent of school-age children, most of them girls, are out of school. Based on current demographic trends, some 8.8 million children are likely to require access to primary education by 2020. This is an increase over 2009 requirements of some 4 million students, assuming full enrollment. Meeting this demand would require an additional 99,000 teachers at an annual cost of US$232 million. Moreover, even with drops outs, secondary attendance will also increase by 3 million, requiring an additional 112,000 teachers at an annual cost of US$263 million.

Taking into account additional permanent and temporary support staff (estimated at 42,000 personnel), pay and grading adjustments, the need for an additional 50,000 primary and 38,000 secondary grade classrooms[5] respectively by 2020, and ongoing operations and maintenance costs, meeting future demand is going to require substantial increases in national revenue, increased donor support, and more efficient delivery systems including medium-term resourcing agreements. However, as NESP-2 demonstrates by setting base/low, medium and high-case funding scenarios, a large service delivery gap is likely to continue leading to under-coverage in both primary and secondary level education.

Challenges to be considered:

- Difficult terrain combined with a lack of public and private infrastructure lead to remoteness and geographical isolation;

- Widespread insecurity in the south and east of the country limits effective education delivery, leaving many communities beyond the delivery footprint of both the government and the private sector, with substantial impact on poverty rates;

- Weak fiscal dispensation against increasing demand for education leads to under resourcing and affects service delivery coverage;

- Competition for budgetary resources for other national priorities such as security, health, rural development, infrastructure, and other national investments;

- An education system constituted by state and non-state structures, formal and informal systems, and different ethno-linguistic, cultural, and societal requirements;

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[4] This section draws on the recent results of the World Bank/DFID Public Expenditure Review (PER) on Education, the Independent Assessment of the NESP, and the work of the Human Resource Development (HRD) Cluster program.
[5] Assuming the use of classrooms in two shifts.

- Significant fragmentation of the education budget in terms of development, recurrent, core, and external budgets with inadequate arrangements for medium-term budgeting, commitment accounting, and reporting;

- Wage and non-wage recurrent costs that dominate the sector with operational and maintenance often not met, and capital spending largely off-budget;

- Disparities in service delivery as a result of gender and social imbalances and geographical location; and

- Heavy dependence on external donor support, much of which does not pass through the treasury system, leading to projectization and resource planning uncertainty.

NESP-2, which addresses this unique set of challenges and constraints, is scenario-driven and program-based. It is premised on realistic assumptions, adopts risk mitigation measures, and is based on a set of policy commitments that places children's education first. It is also informed by sector costing that is not needs-based, but rather prioritized based on different resourcing scenarios, reflective of the extreme uncertainty of fiscal resources in general.

1.1. Macroeconomic Framework

Some of the core factors affecting sector resourcing include the overall strength of the underlying economy, the ratio between GDP growth and revenue generation within the growth framework, and the trade-offs made by government in financing competing priorities. According to the IMF, real GDP growth[6] in the fiscal year ending 1388/2009 is projected at 15 percent, bolstered by a recovery in agricultural output and higher government spending and grants. Current fiscal policy focuses on containing non-security spending while accommodating increases in security spending financed with additional grants. As a result of increasing expenditure demands, the operating deficit excluding grants is expected to worsen by 1.6 percent of GDP, even though recent revenue performance improved during the second and third quarters of 1388/2009. Government spending is steadily increasing, but much of this is being financed by grants, as is the case for the education sector. However, revenue mobilization is expected to increase from an average of 7.1 percent of GDP to 8.0 percent, although deficit financing is set to increase. The macroeconomic framework has a significant impact on the education sector, as can be seen in Table 2 below where both operating and development finance deficits are increasingly covered by international cooperation partner grants.

Table 2: Macroeconomic Variables and Education Spending (% GDP)

Factor	1388/89	1389/90	1390/91	1391/92	1392/93	1394/95
Real GDP	15.1	7.6	6.8	6.9	6.5	6.9
GDP Per Capita (US$)	449	501	539	578	619	671
Domestic Revenues	8.1	8.6	9.1	9.6	10.1	9.6
Grants	11.8	10.6	10.4	10.2	10.0	9.6
Total Expenditures	22.1	22.1	22.2	22.2	21.7	21.8
Operating Expenditures	14.4	14.8	15.0	15.0	14.4	13.8
Education Spending (US$)						
Operating (US$)[7]						
Development (Core and External) (US$)						

Source: IMF and Ministry of Finance, Budget Department.

Macroeconomic stability and education spending are closely correlated given the relationship between GDP growth and revenues. With drought affecting growth every four to five years (the last drought of 2008 is still affecting economic activity) and with Afghanistan's substantial dependence on external support, locking in finances to meet the increasing demand for education will require scenario-based planning. Planning should be undertaken with at least indicative medium-term resourcing agreements in

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[6] With nominal GDP reaching US$13 billion in 1388/1389.
[7] There is not any real data and projections available for the last two rows.

place, reflective of a number of assumptions and variables. Such variables include: (a) *needs*-based cost drivers; (b) *performance* of administrative units and program managers;[8] and (c) *coherence in sequencing* of reform and structural adjustment measures.

1.2. Service Delivery Model

The current service delivery model adopted by the Ministry of Education (MoE) reflects the need to provide formal general and Islamic education as well as technical and vocational training and community literacy programs through the MoE and the 34 Provincial Education Departments (PEDs). The Ministry of Higher Education is responsible for tertiary education and the Ministry of Labor and Social Affairs and Martyrs and Disabled (MLSAMD) is responsible for vocational training. Education (school construction) is also provided through the National Solidarity Program (NSP) by Provincial Reconstruction Teams (PRTs), with NGOs and donors providing substantial delivery support – including community-based schools and teacher education – largely through the external budget. Private sector-run schools, vocational colleges, and universities are also beginning to emerge as key partners, sharing the burden of delivery, with more than 360 entities already registered with the Ministry of Education. This has important implications for education policy, particularly in the areas of equity, cross subsidization, and curriculum development. Achieving an effective balance of basic education for all citizens and timely expansion of a highly educated middle class will be crucial for long-term sustainable economic growth. The current model reflects the need for a core policy stewardship by the government for fiscal and administrative arrangements, while allowing for service delivery options by government, NGOs, and the private sector, accommodating Islamic, community, and vocational education systems.

1.3. Poverty and Demographic Context

Delivering on our commitment to Education For All (EFA) requires a national plan that takes into consideration the characteristics of the education system, the different levels of access by province and gender, and the overall poverty dynamic. According to the 2008 National Rural Vulnerability Assessment (NRVA), the overall indicators of education and literacy in Afghanistan reflect an education system that has performed very poorly. In addition, they invariably show very large gender gaps. Overall, only 17 percent of the population aged 25 years and over has received any type of formal education, and the corresponding figure for women is as low as 6 percent. This explains the lack of human capital in the country, which is required for good public administration and a strong private sector. The low literacy rate of 26 percent of the total adult population (12 percent for females and 39 percent for males) – the fourth lowest in the world – also implies that the majority of Afghans are denied access to much information relevant to them and to further personal development. Of the altogether 9.5 million illiterate adults in Afghanistan, 5.5 million are women and 4.0 million are men.

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[8] Including use of other national capacities that could be mobilized for delivery of education, in other words, NGOs, private sector contractors, and use of other sectors' capacity (i.e. National Solidarity Program for school construction, etc).

Figure 1: Percent of Poor Households by Education Level (NRVA - 2008)
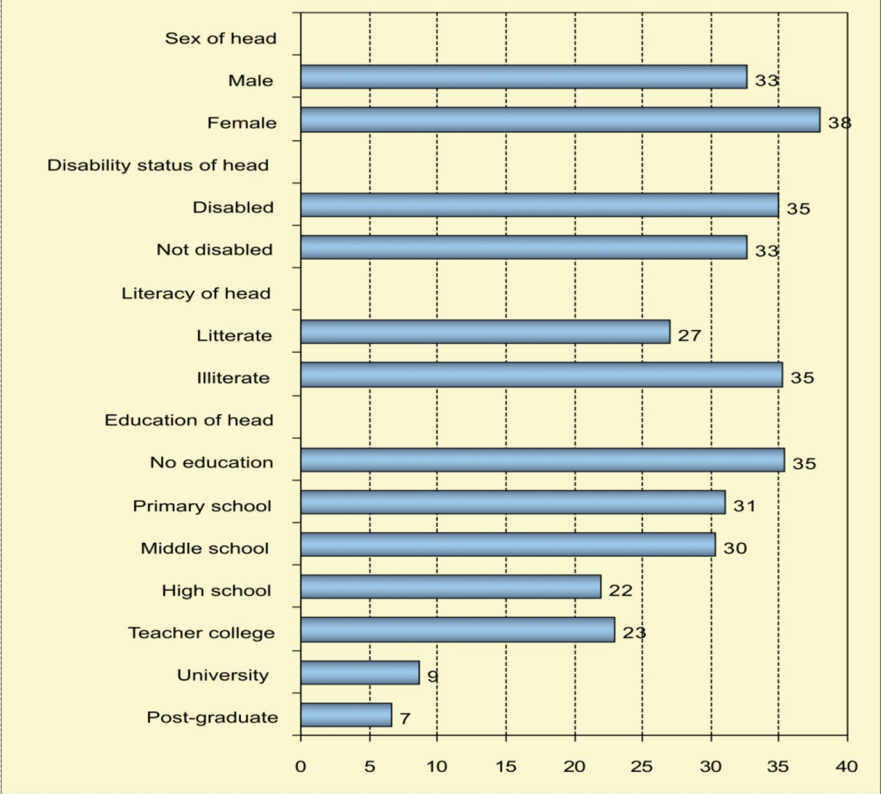
Source: MoRRD, 2009.

Despite these extremely poor indicators, there have been signs of strong improvement in recent years. The NRVA 2007/8 shows that 48 percent of all children between the ages of 7 and 12 (a total of 2.3 million) are not attending primary school, and the reverse conclusion is that 52 percent have enrolled in primary school. Still, compared with the previous assessment, this reflects a significant increase from the 37 percent enrolled in 2005. Analysis of literacy by age also supports this sign of improvement of the education system. It suggests that after decades of stagnation, male literacy increased from around 30 for those in their mid-twenties to 62 percent for children in their early teens. Corresponding female literacy rose from below 10 percent to 37 percent. This effect is, however, primarily observed in urban areas; in rural areas the absolute gap between male and female literacy rates is largely maintained. There, literacy rates and gender gap indicators of the youngest age groups are now at the level of the urban population at the start of the recent surge in literacy levels. In the *Kuchi* population, improvements are small, resulting in extremely low literacy rates for teenage girls and boys at approximately 10 and 20 percent, respectively.

Currently, in terms of provincial equity, the allocation of operating expenditures by province shows significant disparities in student-to-teacher[9] ratios, which can only be addressed using formula-based provincial allocation. Moreover, given that much of the external budget falls outside of the treasury system, high disparities are recorded here also. Gender inequality is also observed across the provinces, calling for an adaptive planning strategy to meet the needs of girls unable to access education. Moreover, as highlighted below, the impact of growing insecurity on the delivery of state education is profound with many of the areas in the country simply beyond the reach of the formal system. In this context, Islamic schools, community schools, TVET schools, and private schools provide the services delivered.

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[9] Number and qualification of teachers.

The median age in Afghanistan (the age at which exactly half the population would be older and half younger) is estimated at 15, compared to 20.1 in Nepal, 20.3 in Pakistan, 23.4 in Iran, and 23.8 in India (CSO, UNFPA, 2006: 25-26). The population pyramid exhibits a classic youth bulge with a broad base (indicating a large number of children), a rapid rate of population growth, and a lower proportion of older people. Students are split between urban and rural settings, covering 34 provinces, although the only city in Afghanistan with more than 1 million residents is the capital, Kabul. The other major cities in the country are, in order of population size, Kandahar, Hirat, Mazari Sharif, Jalalabad, Ghazni, and Kunduz, with all urban areas experiencing rapid population growth. The growth dynamic between urban and rural settings and the demographic transition that is driving the future of education are important factors for consideration by the NESP.

In summary, as of 2008, only 17 percent of Afghans aged 25 years and older had attended any type of formal education; there was a low literacy rate of 26 percent with gender disparities (12 percent for women, 39 percent for men); there were 9.5 million illiterate adults (5.5 million women and 4.0 million men), and 48 percent of children between the ages of 7 and 12 (a total of 2.3 million) were not attending primary school. Moreover, in the youngest age groups beyond primary school, literacy rates have risen sharply and the literacy gender gap has started to narrow, especially in urban areas. As a result, and given the need to promote equitable coverage across the whole country by taking into consideration: (a) the diverse nature of geographic conditions, (b) the different ethno-linguistic interests and traditions, and (c) the impact of security that limits access to state education, it will be essential to work towards formula-based funding arrangements, particularly for the core and external budgets, to even out the horizontal and vertical imbalances.

1.4. Security Context

There has been a steady rise in insecurity across the country (see Figure 2), particularly in the south and east, which has huge implications for the delivery of education services. In many areas, anti-government forces have targeted schools, teachers, and students, and girls' schools in particular. In 2008, 650 schools were closed due to security concerns and 140 teachers were killed or wounded. This factor alone makes the deployment of teachers in insecure rural and urban settings a complex challenge at best. This has a negative effect on the delivery of education services and the ability of children to participate, further compounding gender and provincial service disparities. The security situation also creates problems for education planning and management, with vital infrastructure simply unable to be constructed in many areas. In this case, the adopted approach is to support Islamic education and community schools, as well as private initiatives where possible. One of the many other impacts of insecurity, as recognized by the recent World Bank/DFID Public Expenditure Review of Education was that, "In 2007 the Education Management Information System (EMIS) survey was unable to collect data from roughly 200 schools and was not able to verify data on a further 400". Security remains a major driver of poor delivery and service expansion, which has been carefully considered in the design of the NESP.

Figure 2: Security Incidents (2004-2009)
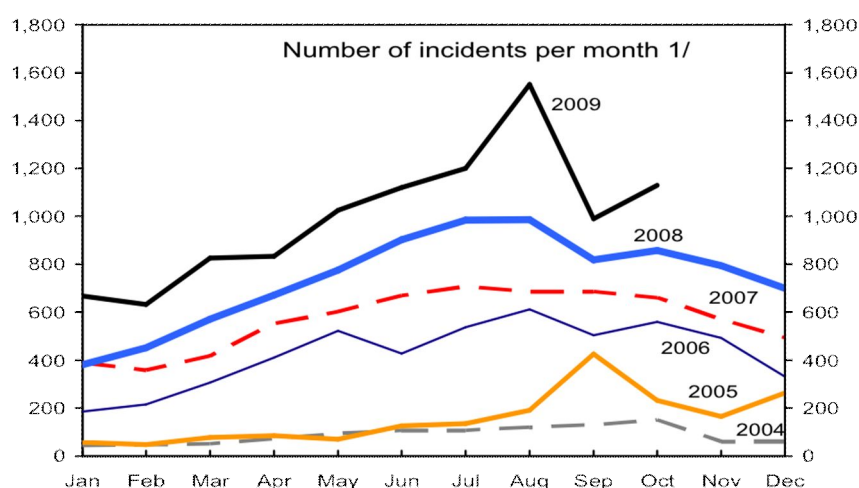
Source: MoE, EMIS Directorate, 2009

1.5. Fiscal Characteristics

The ability of the MoE to rapidly expand the delivery of education services to meet national development goals will continue to be heavily limited by the capacity of the government to finance education based on available resources. Recent discussions with international cooperation partners and the Fast Track Initiative reflect on the fact that resources are unlikely to meet the growing educational needs of children over the short to medium term. Increasing fiscal resources for education will therefore require: (a) a significant increase in domestic revenues through, for example, increased trade and the extractive industry rents, (b) improved prioritization within the national programs, (c) improvements in administrative efficiency to include sharing the burden of delivery with the private sector, and (d) greater assistance from the international community. A projection of future financing requirements based on realistic participation targets integrated into the MTFF is the critical first step to fully financing the education sector, and this has been developed as part of the NESP. Of particular importance to sustaining policy, planning, and budgeting is minimizing the dependence on external financing, where possible, implying that delivery should remain firmly rooted in the fiscal future of Afghanistan. For this reason, a scenario-based approach to resource planning has been adopted for the NESP within a medium-term fiscal and expenditure framework, covering base/low, medium, and high-case resourcing scenarios.

1.6. Budget and Expenditure Characteristics

The national budget is structured around core and external budgets, with all core funding passing through the treasury system and all external budgets being broadly ring-fenced for reasons of coordination. Currently the external budget accounts for over half of all education expenditures and as a consequence, planning, budget execution, and reporting systems remain highly fragmented. While education expenditures have constantly increased in absolute values, they are gradually decreasing as a share of GDP because the value of external budget expenditures has remained relatively constant. About 60 percent of all education expenditures are external budget expenditures, and more than 80 percent of the core budget is allocated to operating expenditures, specifically teacher salaries. However, as shown in Table 3 below, per capita development spending on education across the provinces is far from equitable, largely because spending remains outside the core budget.

Moreover, even though public sector staffing for education (around 40 percent) matches security sector staffing (circa 228,034 in 1388/1389), the education sector currently provides a significantly lower salary

scale, undermining motivation and the ability to recruit quality staff; calculated by the total wage and salaries divided by total *Tashkeel*. Education sector salaries are currently half of security sector salaries.

Table 3: Variation of Per Capita Development Expenditures for Education and Selected Ministries (2006/2007)

	Education	Health	Agri/Rural	Urban	Other*	Total
Average	13.6	17.2	51.6	1.2	212.8	296.5
Standard Deviation	29.3	26.8	81.0	3.5	323.8	334.2
Coefficient of Variation	2.1	1.6	1.6	3.0	1.5	1.1
Minimum Maximum	0.0	0.0	0.0	0.0	0.0	1.2
	133.6	90.0	411.9	17.7	1,083.6	1,144.0

*Including provincial development spending by the Ministries of Interior, Public Works, and Energy and Water.

Source: World Bank (2008)

Total education expenditures (including both core and external expenditures) increased from US$250 million in 1382/83 (2003/04) to US$513 million in 1387/88 (2008/09). While external budget expenditures have been stable, core budget expenditures have constantly increased. Total expenditures as a share of GDP have fallen from 5.7 percent in 2003/04 to 4.4 percent in 2008/09, reflective of increased security spending, other sector support, and general payroll costs. Within the education sector, the MoE spends more than three-quarters of total education expenditures, with the MoHE totaling around 10 percent.

Financial sustainability analyses show that expenditures will need to increase 180 percent in constant values if full participation in primary school is to be achieved (meeting the Millennium Development Goals) by 2020. As this is unlikely given resourcing constraints, education spending will need to be firmly set within the education fiscal framework and based on base, low, and high-case scenarios, allowing re-prioritization to reflect increased resourcing. This plan makes clear that coherence in central, sector, and sub-national public financial management (PFM) reforms will be crucial to delivering demonstrable improvements in expenditure prioritization, administrative efficiency and effectiveness, and overall reductions in inherent development and fiduciary risks. Moreover, improved alignment and harmonization of the external budget to the NESP will be a pre-condition for delivery success given the overall volume of support provided outside of the treasury system (MoE, 2010).

The NESP views efforts to introduce program budgeting as paving the way for improved linkages between education policy and budget allocations. Without a focus on administrative units, budget planning and program budgeting will not drive improvements in the credibility of education sector budgets, which is a pre-condition to introducing scaled-up measures to improve accountability and performance. Other core budget and expenditure characteristics likely to impact the successful execution of the NESP, which have been taken into consideration, include: (a) disbursement capacities and procedures, (b) procurement thresholds, (c) transition to program-based budgeting, and (d) better delivery of appropriately classified (and timely) data to MoE from donors to external and development budgets, which is vital for a move towards increased functional SWAPs.

1.7. Implications for Policy and Strategic Choices

The context outlined above informs the overall approach adopted for the NESP. In particular, although the base plan is set within the MTFF for Education, a scenario-based approach to planning and prioritization has been adopted to deal with resourcing uncertainty and the move to program-based planning and budgeting. Moreover, with a view of the need to meet policy objectives in terms of universal access, the NESP focuses on addressing the provincial, urban and rural, and gender disparities, while seeking to increase the quality and quantity of education to meet the growing needs of the children of Afghanistan.

1. Integrated Policy, Planning, and Budgeting. The NESP focuses on strengthening the linkages between the ANDS (including MDGs and EFA), the MTFF, and the annual budget process by adopting a clear policy framework[10] and planning and execution processes.

2. Scenario-based Delivery. Given continued resource uncertainty and increased demand for education over the period covered by the NESP, the entire program is established on base/low, medium, and high-delivery scenarios (quantitative and qualitative in nature), set within a clear fiscal and expenditure framework. The financing gap, to meet the 2020 MDGs and provide for education for all objectives, has involved trade-offs and drives in delivery efficiency, including a greater role for the private sector.

3. Policy and Program-based Budgeting. The NESP, including costing, is program-based with five key programs covering: (i) general and Islamic education, (ii) curriculum and teacher education, (iii) TVET, (iv) literacy, and (v) education governance and administration. National policy objectives and priorities are fully integrated into the new program framework.

4. Access, Equity, and Quality. To improve access to education, implying greater equity, and to improve the quality of education, the NESP signals a move towards a flexible approach to delivery reflective of the particular needs of different provinces, communities, and children (girls, boys, Kuchis, people with learning difficulties) with alternative approaches developed to meet security constraints and modern, traditional, and conservative interests.

5. PFM Reforms and Right-financing. Getting the financing right (right-financing) not only means the adoption of standard PFM approaches, but also adaptation to the specific challenges in the Afghan context. The plan includes a medium-term PFM reform program, which is set within a context of medium-term education policy and sequenced accordingly. This includes adopting medium-term perspectives (BEPT, MTFF, and MTEF); timely management-information and response systems (AFMIS, BEPT, etc); improved commitment control and appropriation systems; PFM and fiduciary and development risk assessment in support of a reform program aligned with MoF's roadmap; and different policy positions being adopted to meet quality, access, and equity issues.

6. Sequencing and Prioritization. The sequencing of delivery across the five programs and the prioritization of activities within each program is established on the base/low-case scenario, with options for re-sequencing and re-prioritization built into a scalable and flexible planning arrangement.

7. Leading-change Management. Given the need to build the core capacity of the MoE and its partners into program-based delivery, and the need for improved efficiency in delivery to free-up resources, the leading-change model will be adopted within program 5 in support of improved sector governance.

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[10] See NESP-2, Chapter 1.

2. The Education Sector: Situational Analysis

2.1. General Education

Enrollment

The number of students in general education has increased from 2.3 million in 1381 (2002) to 6.5 million in 1388 (2009) – an increase of around 4.2 million. In 1388 (2009), around 4.1 million boys and 2.4 million girls were enrolled in school.

Figure 3: Total number of students, 1381-1388 (2002-2009)
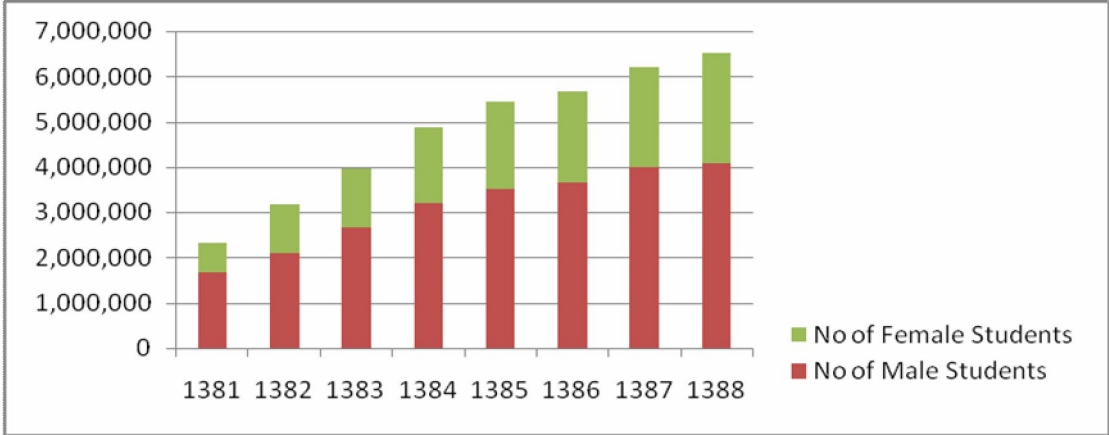
Source: MoE, EMIS Directorate, 1388 (2009).

Net enrollment rates (NER) in basic education for boys/girls were estimated to be 68 percent and 44 percent, respectively, while gross enrollment rates (GER) in basic education were estimated at 82 percent and 52 percent for boys and girls, respectively, in 1388 (2009). GER varies considerably among provinces. Students in primary, lower secondary, and higher secondary levels constitute 75 percent, 19 percent, and 6 percent of general education students, respectively. As the 1388 (2009) school survey data show, most students are concentrated in grades 1 through 4 with the number declining after grade 5 (see Figure 4). As today's students move through the system and as more children enter the system, the trend will continue such that in 1389 the vast majority of students will be enrolled in grades 1 through 7 with a marked decrease in enrollment beginning in grade 8. Although enrollment in grades 8 through 12 will be significantly lower than grades 1 through 7, it is projected to be nearly four times the number of students enrolled in 1387 (2008).

Figure 4: Enrollment in General Education
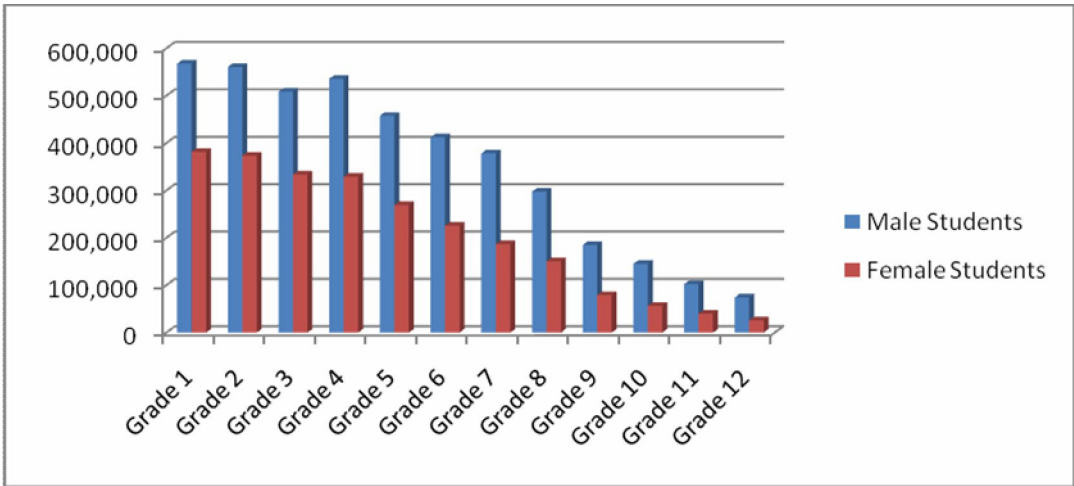
Source: MoE, EMIS Directorate, 1388 (2009).

Teacher Numbers

The number of teachers has nearly doubled to around 156,000 in 1388 (2009) with 31 percent comprising female teachers. Figure 5 shows the number of male and female teachers in years 1381-1388 (2002-2009). Despite the increase, the MoE estimates that 32,000 new teachers are needed each year if the ministry wants to achieve its Millennium Development Goals and create equity among the provinces. The current MTFF for education, agreed with the Ministry of Finance, only foresees increases of 13,100 teachers per year, which is therefore the base/low-case scenario presented here.

Figure 5: Number of teachers, 1381-1388 (2002-2009)
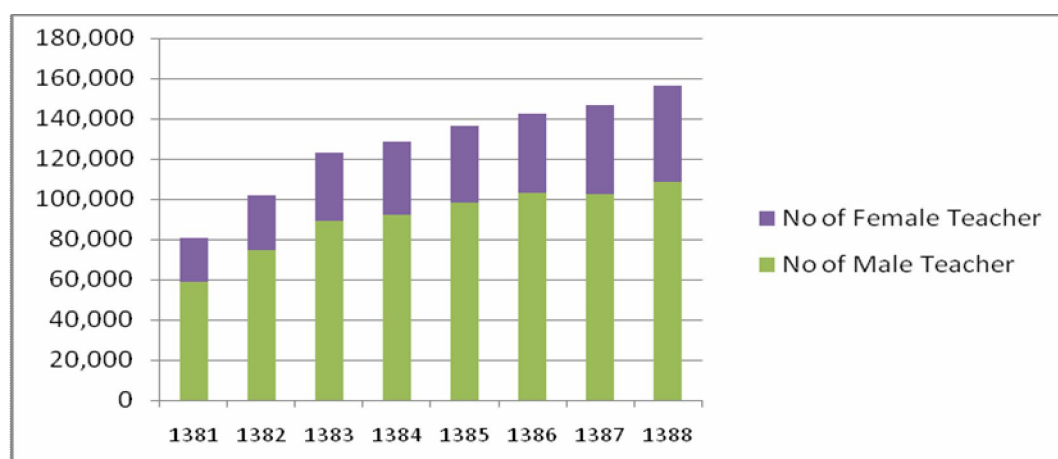
Source: MoE, EMIS Directorate, 1388 (2009).

Schools

In both 1387 (2008) and 1388 (2009), 2,398 new schools were established throughout the country. The total number of general schools has increased from 6,039 in 1381 (2002) to 11,460 in 1388 (2009). Of the 11,460 general education schools, 5,124 are primary, 3,634 are lower secondary, and 2,702 are upper secondary. Around 15 percent are girls' school, 34 percent are boys' schools, and 51 percent are schools for both boys and girls who learn in different shifts. Of the total 412 rural and urban districts, there are only 196 districts with at least one upper secondary girls' school; others do not have any upper secondary girls' schools. Around 83 percent of schools are located in rural areas, against a demographic of 77 percent of the population living in rural areas (CSO, 1389/2009). However, only 64 percent of school-goers are from rural areas, with the difference increasing at the higher secondary level where only 40 percent are from rural areas. For girls, the rural-urban disparity is even greater. The gender parity index (GPI) for primary education in the rural area is 0.60, while the urban GPI is 0.73.[11] The situation is even worse at the lower and upper secondary levels.[12]

Table 4: Number of Schools from 1381 to 1388 (2002 to 2009)

Year	1381 (2002)	1382 (2003)	1383 (2004)	1384 (2005)	1385 (2006)	1386 (2007)	1387 (2008)	1388 (2009)
Number of schools	6,039	7,137	8,254	8,398	8,398	9,062	10,541	11,460

Source: MoE, EMIS Directorate, 1388 (2009).

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[11] A GPI of 1.0 indicates that an equal proportion of boys and girls are enrolled in a given level of schooling. If the GPI is less than 1.0 it indicates that there are proportionally fewer girls than boys enrolled in school.
[12] In some areas, insecurity and attacks on schools have prevented children from going to school. In 1388 (2009), 481 schools were closed for security reasons, which deprived around 200,000 students from education. It is noteworthy, however, that around 220 schools were reopened as a result of the cooperation of local communities with the Ministry of Education. In 1388 (2009), community-based schools provided 6,681 classes to accommodate 228,030 students. These schools (classes) were established with support from NGOS.

*Table 5: Gender Parity Index (GPI) in Rural and Urban Areas*

Level of Education	Total	Rural	Urban
Primary	(0.64)	0.60	0.73
Lower Secondary	(0.49)	0.40	0.63
Upper Secondary	(0.39)	0.23	0.52

Source: MoE, EMIS Directorate, 1388 (2009)

Girls' Education

Public awareness activities have been conducted through seminars, posters, and the media to encourage girls' education. A communications strategy on girls' education is also being developed as part of the Afghanistan Girls' Education Initiative (AGEI). According to MoE, EMIS Directorate, the number of girls enrolled has increased from 674,000 in 1381/2002 to around 2.4 million in 1388 (2009), but 60 percent of girls are still out of school.

Figure 6: Number of Females Enrolled in Schools from 1381 to 1388 (2009)
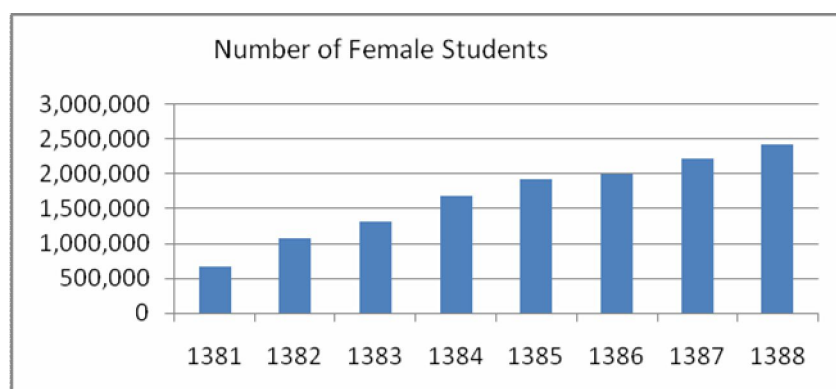
 Source: MoE, EMIS Directorate, 1388 (2009).

The gender parity index varies from province to province with the status of girls' education better in the provinces of Hirat and Badakhshan (9 girls to 10 boys) and worst in Zabul and Uruzgan (1 girl to 10 boys). Figure 7 highlights the correlation between insecurity and access.

Figure 7: Student Gender Parity Index by Province, 1388 (2009)
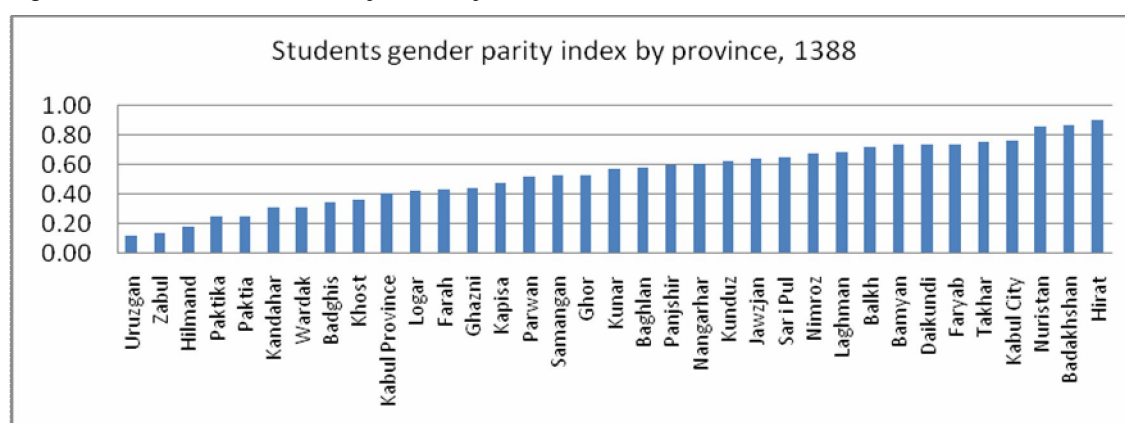
Source: MoE, EMIS Directorate, 1388 (2009).

There is a strong correlation between the number of female teachers and the number of girls attending school. In 1388 (2009) only 31 percent of teachers were women (see Figure 8). The percentage of female teachers also varies considerably by province. Females constitute only 1 percent, 3 percent, and 4 percent of teachers in the provinces of Paktika, Khost, and Uruzgan, whereas in Kabul and Balkh they

represent 73 percent and 51 percent, respectively. Although the number of female teacher numbers has increased in recent years, it has not met NESP objectives set for 1385 (2006)-1389 (2010).[13] In addition to the shortage of female teachers, local traditions, discrimination against girls, insecurity in some regions, and lack of girls' schools near their homes are among the obstacles to girls' enrollment.[14]

Figure 8: percentage of Female Teachers by Province
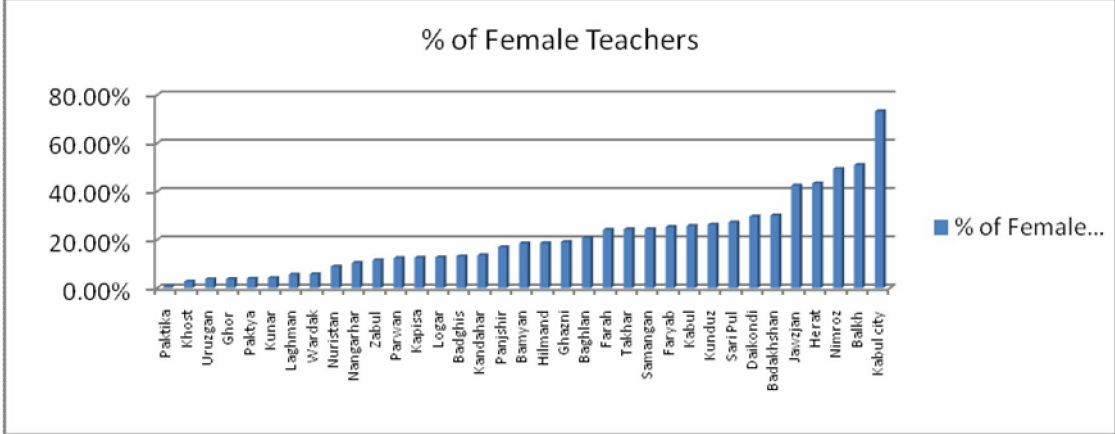
Source: MoE, EMIS Directorate, 1388 (2009).

2.2. Islamic Education

In 2001 only a limited number of male students were attending 220 *madrasas*, all of which lacked a unified, defined curriculum. Today around 137,000 students (10 percent girls) are enrolled in Islamic schools and a new curriculum is being developed. Overall, girls' enrollment is low; most Islamic schools lack proper buildings and dormitories. However, demand for Islamic education remains very high compared to the services being provided. By 1388 (2009), 71 *Dar-ul-Ulums* (Institutes of Islamic Education for grades 13-14), 374 Islamic studies schools, 87 *Dar-ul-Huffaz* (school for memorizing the Holy Quran), and 24 outreach schools had been established, thus increasing the number of Islamic education institutes to 556. The number of Islamic education students (in Islamic schools and *Dar-ul-Ulums*) has increased from 58,000 in 1385 (2006) to around 137,000 in 1388 (2009) with 10 percent females. The number of students in *Dar-ul-Ulums* increased to 2,539 (2 percent of the total number of Islamic education students) in 1388 (2009) with nearly 6 percent females.[15]

Table 6: Number of Islamic Education Institutes, Students, and Teachers

Islamic Teachers			Students			Islamic Education Institutes				
Male	Female	Total	Male	Female	Total	Schools	Dar-ul-Huffaz	Dar-ul-Ulums	Outreach	Total
4,249	128	4,377	123,146	13,789	136,935	374	87	71	24	556

Source: MoE, EMIS Directorate, 1388 (2009).

From 1385 (2006) to 1388 (2009), more than 2,000 new teachers were recruited, increasing the number of Islamic education teachers to 4,377, of whom only 128 were female. The number of professional Islamic teachers (grade 14 and above) is low. As shown in Figure 9, around 35 percent of the teachers are grade 14 graduates and above, while 65 percent are grade 12 graduates and lower. To retain and

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[13] The objective set for 1389 (2010): "By 1389 (2010) the number of female teachers will be increased by 50%." National Education Strategic Plan (1385-1389/2006-2010), Ministry of Education, 2006.

[14] One strategy to encourage girls to attend educational institutions is the provision of food assistance. From 1386 (2007)-1389 (2010), the World Food Programme provided take-home rations to more than 225,000 girls and food assistance to 40,000 female students enrolled in the in-service programs of teacher training colleges.

[15] The percentage of female students in Islamic education is very low – around 10 percent. There are various reasons behind this: lack of interest in girls' education (particularly Islamic education) and the low number of female Islamic teachers in Islamic schools and Dar-ul-Ulums. Presently, female teachers only constitute 3 percent of all teachers in Islamic schools of the country.

attract more qualified teachers, 750 teachers with either a bachelor's degree or an education of grade 14 have been receiving additional academic allowances.

Figure 9: Percentage of Islamic Education Teachers by Level of Education
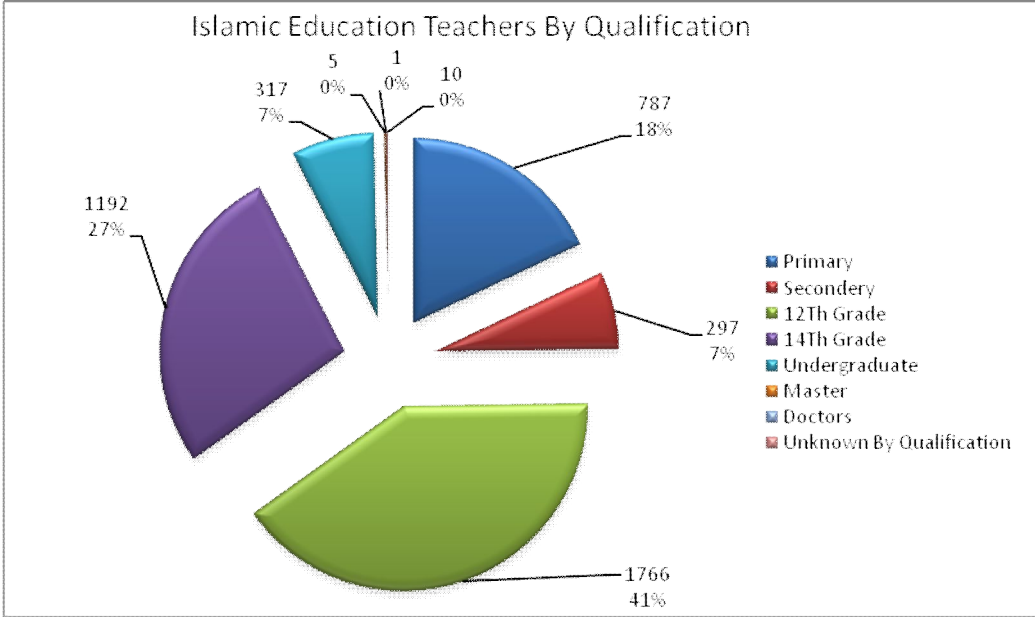
Source: MoE, EMIS Directorate, 1388 (2009).

In addition to Islamic subjects, the Islamic education curriculum (grade 13-14) includes pedagogy, psychology, science, mathematics, and one foreign language. Graduates of grade 14 Islamic education are expected to have developed teaching skills so that they can serve as teachers after graduation. The Islamic Education High Council was established in 1386 (2007) to manage and revise the Islamic education system and to supervise Islamic education activities and programs. Regulations on issuance of certificates for students of private Islamic schools and cross-border schools were also developed. Many *ulema* (religious scholars) have gone through private education and are requesting the Ministry of Education to certify their level of education. Examinations have been administered for 51,532 applicants in the capital and provinces. Of these, 7,092 were certified as grade 12, and 3,040 were certified as grade 14. The main problem facing this sub-program is that the development budget for Islamic education is very low. Even Islamic countries do not play an active role in supporting this sub-program.

2.3. Curriculum, Learning Material Development, and Teacher Training and Development

In 2001, multiple outdated curricula were in use in schools. In 2010, the MoE completed development of a new curriculum for basic education based on active learning methods, with content relevant to students' needs. New textbooks and teacher guides have been developed by the MoE's curriculum department, printed, and distributed to all grade 1 through 9 students across the country. New textbooks and teacher guides for grade 10-12 are also under development. However, schools continue to lack science kits and labs and supplementary teaching and learning materials. The curriculum needs to be updated based on needs. The Curriculum Department (sub-program of Curriculum and Teacher Education) is responsible for the development of curricula and learning materials in coordination with the Islamic education sub-program.

The Curriculum Department has developed the new curriculum framework and syllabi for the primary level and 109 books for grades 1 through 6 for general education. The books have been printed and students are now using them in the classroom. The drafts of 89 teacher guides have also been developed. Although the quality of new textbooks is better, the Curriculum Department will need to revise primary textbooks on a regular basis to meet the ever-changing needs of Afghanistan. In 1387

(2008), 147 titles of old textbooks for grades 7 through 12 were edited and distributed for students' temporary use. The new curriculum framework and syllabi for grades 7 through 12 of general schools is developed by the MoE's curriculum department with support from UNICESO and UNICEF. The department has completed development of new textbooks for grade 7 through 9, and textbooks were printed and distributed in 1389 (2010). Development of new textbooks for grade 10-12 is in progress and will be ready for print in 2001. The new curriculum framework and syllabi for grades 7 through 14 of Islamic schools (Hanafi and Jafari sects) has also been developed and 50 percent of the development of 298 textbooks and teachers guides for grades 7 through 14 of the Islamic education program has been completed. The development of textbooks and teacher guides in third languages is ongoing; 16 such books have been completed, while 68 more are being developed. These books are written in Pamiri, Uzbek, Turkmen, Baluch, Pashaee, and Nuristani.

Printing and Distribution of Textbooks and Learning Materials

In 1387 (2008), 38 million textbooks with 100 titles were printed and distributed for grades 1 through 6. In addition, 147 titles of secondary school books were revised and 23 million were printed and distributed. In addition 25,000 science laboratory guides were printed for grade 4 in both Dari and Pashto, and 15,000 science charts were prepared and ready for distribution to schools in the capital and provinces.

In 1388 (2009), 15.5 million textbooks were printed and distributed for primary and secondary grades.

Equipping Schools with Learning Materials

To date 3,792 science and mathematics teachers have been trained on how to use laboratories and other educational materials, and 1,850 lab teachers have been recruited and provided with lab training. In 1387 (2008), 12 percent of lower and upper secondary schools were equipped with laboratories, and 10 percent of general schools were equipped with libraries. A lack of funds has prevented the MoE from providing such resources to all schools.

Establishment of Teacher Training Colleges and Dormitories

As of 1388 (2009), 42 teacher training colleges (TTCs) equipped with dormitories for males and females were operational. At least one TTC in each province accommodates an average of 1,000 student teachers. In addition, 73 TTC satellites have been established in districts, provinces, and Kabul city districts. At present, usable buildings are found in only 17 TTCs, of which 18 have dormitories for females and 36 have dormitories for males. Commitments have been made, however, to build 17 teaching complexes, 17 dormitories for females and 10 others for males. Construction work for some has started. Needed space is rented where dedicated buildings are not available.

Pre- and In-service Teacher Training Programs

Of the 156,000 registered general education teachers, only 27 percent have an education of more than grade 14 or higher, which is the official minimum requirement for teaching. There are provincial disparities: in Kabul the rate is 60 percent, while less than 1 percent (only 10) of teachers in Day Kundi have an education of grade 14 or higher.

Figure 10: Percentage of Educationally Qualified Teachers

General Education Teachers By Qualification

- 10988 / 7%
- 4 / 0%
- 270 / 0%
- 498 / 0%
- 17520 / 11%
- 30554 / 20%
- 16589 / 11%
- 80000 / 51%

Legend:
- Primary
- Secondery
- 12Th Grade
- 14Th Grade
- Undergraduate
- Master
- Doctors
- Unknown By Qualification
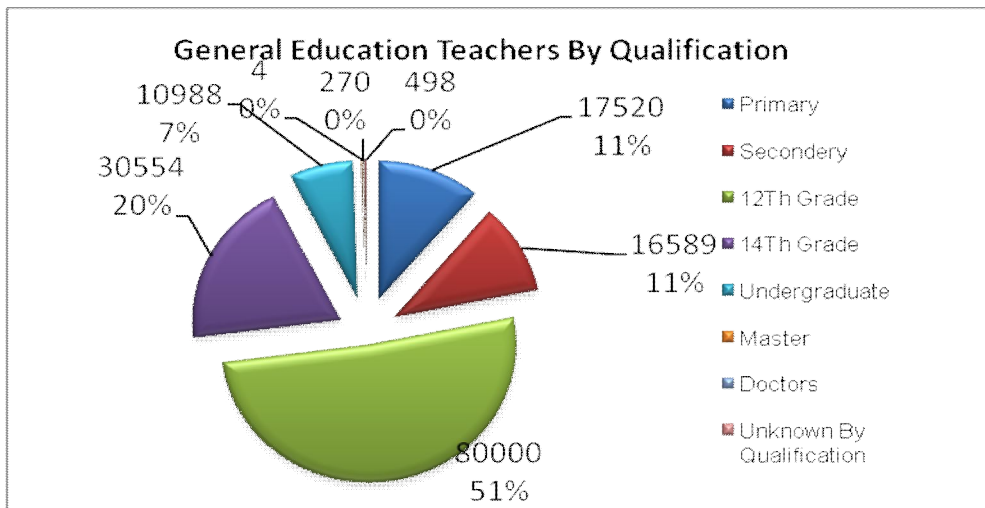
Source: MoE, EMIS Directorate, 1388 (2009).

Figure 11: Percentage of educationally qualified teachers by province

Percentage of educationally qualified teachers by province 1388

Provinces (left to right): Daikondi, Paktika, Ghor, Uruzgan, Sari Pul, Zabul, Kandahar, Paktya, Badghis, Panjshir, Wardak, Kunar, Khost, Bamyan, Farah, Herat, Logar, Ghazni, Nuristan, Baghlan, Takhar, Nangarhar, Badakhshan, Hilmand, Kabul, Kunduz, Faryab, Nimroz, Parwan, Laghman, Samangan, Jawzjan, Balkh, Kapisa, Kabul city
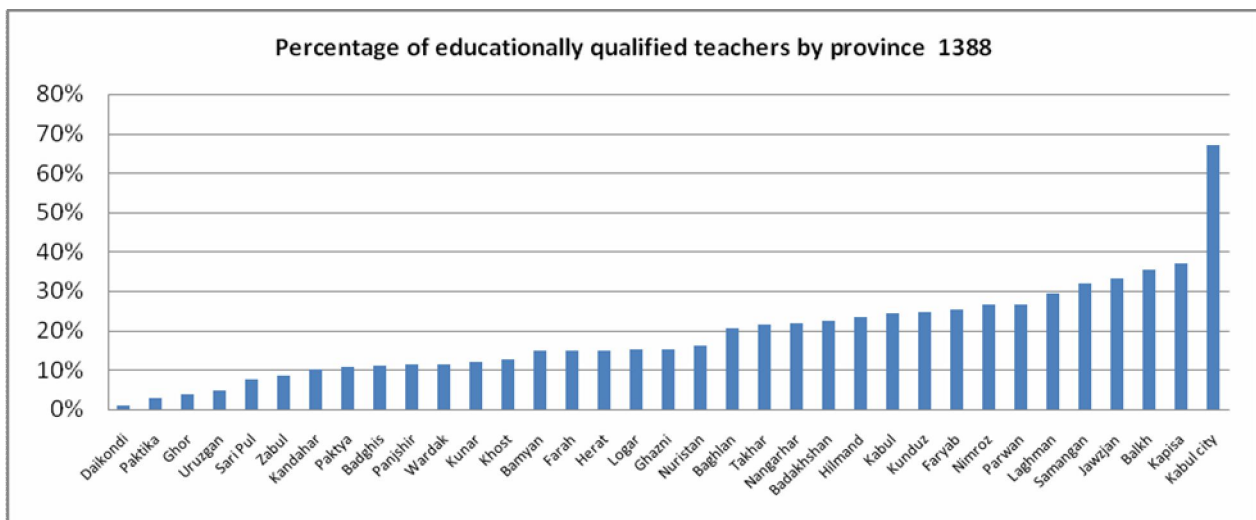
Source: MoE, EMIS Directorate, 1388 (2009).

Teacher Training College Students

The number of student teachers in TTCs was 42,432 in 1388 (2009), of which 16,117 (38 percent) were female. Of the total number of student teachers, 48 percent are enrolled in the MoE's two pre-service programs and 52 percent are enrolled in in-service programs. In 1388 (2009), the overall number of student teachers enrolled in in-service two-year programs reached 22,017 and the number of student teachers in pre-service two and five-year programs reached 20,415: 19,197 in two-year and 1,218 in five-year programs.

Table 7: Number of Student Teachers According to Their Courses, 1388 (2009)

Teacher training program	Male	Female	Total
Five-year pre-service	736	482	1,218
Two-year pre-service	12,851	6,346	19,197
In-service	12,728	9,289	22,017
Total enrolled in all teacher training programs	26,318	16,117	42,432

Source: Teacher Education Department, 1388/2009.

The number of TTC graduates reached 16,064 in 1388 (2009), of which 6,713 teachers (42 percent) graduated from pre-service courses and 9,351 (58 percent) graduated from in-service programs. A total of 5,875 females graduated from TTCs in 1388 (2009) (37 percent of the total number of graduates), of which 1,726 were new female teacher-graduates of pre-service programs. To guarantee TTC graduate employment in their respective provinces, the Ministry of Education issued a decree in the first month of 1388 (2009) asking Provincial Departments of Education to replace unqualified teachers with TTC graduates.[16]

Professional Development of Teachers and School Administrators

In 1386 (2007) and 1387 (2008), 1,640 teacher trainers and 50,000 teachers were trained on subject knowledge and pedagogy and provided with on-the-job support through the in-service program provided by District Teacher Training Teams (DT3). Through the program, a total of 3,640 teacher trainers (at least 10 for each district) holding a bachelor's degree were recruited to enhance teaching in high schools and to help establish girls' high schools. Moreover, 11,000 school principals and head teachers in 11 provinces received training and practical management support. NGOs will provide this training for teachers and managers in the remaining 23 provinces.[17]

Financial Incentives

In 18 provinces where there is a dire need for professional teachers, 363 TTC teachers, particularly women, receive monthly regional incentives of US$160 to US$200. To increase enrollment of girls in TTC pre-service programs in 25 provinces where there is a low percentage of female teachers, an incentive of US$60 per month for the two-year training period will be paid to female student teachers in those provinces. Due to procurement problems, the payment has not yet started. In 1388 (2009), dormitory facilities were also provided for 8,434 student teachers.

Teacher Education Curriculum and Textbook Development

To improve teaching in TTCs, a new curriculum, syllabi, textbooks, teacher guides, and other supplementary materials were developed. In addition, 400 teacher educators were trained on the curriculum and implementation started in the first and second TTC semesters of 1388 (2009). Eighty-three textbooks have been completed for semesters one and two and 30 are being revised, translated, and published for semesters three and four. Special teacher training programs, including programs for preschoolers, children with special educational needs, and computer and physical education, have not yet been developed.

The main problem in this area is the shortage of Afghan national experts on teacher education and curriculum development. The Teacher Education Department is presently using international experts and university lecturers as teacher educators.

Capacity Building

The National Teacher Education Academy was established in 1386 (2007) to train teacher-educators. In the first round of its programs, 150 teacher-educators, 27 percent of whom were female, were trained through a four-month course. The Academy does not, however, have a well-developed curriculum and is currently dependent on foreign educators.

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[16] In 1388 (2009), 1,207 teacher trainers were teaching in TTCs, 30 percent of which were female. More than 99 percent have at least a BA degree (see Table 5). Despite this relatively high level of qualification, there is a shortage of professional teacher trainers in TTCs, particularly expertise in the fields of pedagogy and psychology.
[17] Around 200 counselors have been trained to provide students with counseling and to train other teachers on ethical, psychological, and behavioral issues, and prevention of narcotics use and communicable diseases. Some teachers have also been trained on issues related to narcotics and communicable diseases including HIV/AIDS.

Assessment of Teacher Competencies

A national registration system has been developed. Basic information on 168,874 teachers in 34 provinces (including first name, family name, photo, education level, subject, school, and teaching location) has been collected and entered into the database. However, these data do not include teachers working in the private sector.

2.4. Technical and Vocational Training

In 2001, around 1,500 male students were attending 38 semi-functioning TVET schools. Today, 20,524 students (15 percent female) are attending 61 TVET schools and institutes. A new curriculum is being developed. However, TVET can absorb only 2 percent of general school grade 9 graduates. Female enrollment is low, there are no TVET schools at the district level, and a lack of school buildings and workshops persists. Due to the importance of technical and vocational education for the country, the Technical and Vocational Education Department has been upgraded to the level of Deputy Minister in the new *Tashkeel*.

Access to Technical and Vocational Education

By 1388 (2009), 61 vocational schools were active in 30 provinces: Badakhshan, Badghis, Baghlan, Balkh, Bamyan, Daykundi, Farah, Faryab, Ghazni, Ghor, Hilmand, Hirat, Kabul (including Kabul City), Kandahar, Kapisa, Khost, Kunar, Kunduz, Jawzjan, Laghman, Logar, Nangarhar, Nimroz, Paktiya, Panjshir, Parwan, Samangan, Sari Pul, Takhar, Uruzgan, and Wardak. In 1387 (2008), a vocational school was established for students with hearing impairment in Hirat – the first of its kind within the Technical and Vocational Program. The only school for the visually impaired is located in Kabul.

The National Institute for Management and Administration was established in 1387 (2008) in Kabul and has been providing quality education for 2,500 students from around the country. At present, 25 percent of its students are female.

There are no technical and vocational schools in five provinces. Of the 61 existing schools, 17 are located in Kabul, providing for 61 percent of TVET students, which means that only 39 percent of students are attending schools in the provinces. In 1388 (2009), only 388 students graduated from technical schools; enrollment in TVET schools has increased over the past few years, from 10,366 in 1386 (2007) to 20,524 students in 1388 (2009) with 2,766 females (15.1 percent). The intake capacity of TVET is still very low. While many young people want to enter the labor market by acquiring skills, TVET schools could only enroll 4,313 grade 9 graduates in 1388 (2009). The ratio of TVET students (grades 10-12) to high school students is 2 percent, well below the ministry's target for 1393 (2014) of 12 percent.

The number of teachers has increased from 635 (128 females) in 1383 to 1,116 (238 females) in 1388 (2009). Similar to the distribution of students, 56 percent of all TVET teachers are located in Kabul province. More than 70 percent of female teachers are located in Kabul province, which further restricts access to TVET programs for young women in the provinces.[18]

As of 1387 (2008), the Agriculture and Veterinary Institute of Kabul, the Radio and Television Department of Kabul Technical Institute, the Technical Institute of Hirat, and the Mechanic School of Khost have been equipped with laboratories and other necessary equipment.

Development and Revision of the Curriculum and Learning Materials

Standard curricula, textbooks, and other learning materials do not exist for many fields. The syllabi for the subjects of electricity, auto repair, machinery, agriculture, and veterinary sciences have been developed and the textbooks for fundamentals of electricity, agriculture, veterinary sciences, machinery and automobile repair, radio and television, management, administration, accounting, and banking are being developed. The main problem in the development of the curricula is the lack of professional

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[18] Dormitories have been established to accommodate 6,000 students in the capital and the provinces. In 1387 (2008), there was no dormitory for girls, so 65 female students used the dormitories of the University of Kabul. Increasing the capacity of dormitories, particularly for girls, is essential for an equitable expansion of technical and vocational education.

curriculum developers. To solve this problem, 18 professional members of the cadre underwent a 20-day training on lesson planning and syllabi development in Iran, and a one-month workshop on curriculum development was held in 1388 (2009) for 26 teachers and professional members who have the capacity to develop textbooks.

Training of Teachers, Administrative Staff, and Supervisors

Although, a bachelor's degree is a requirement for TVET teachers, 58 percent of teachers currently have lower levels of education. Although an education of grade 14 would be acceptable for teachers in the provinces (in the short term), it is a challenge to find teachers with even that level of education. Regarding the low capacity of TVET teachers, the need for capacity-building measures is acute. Therefore, the establishment of a Teacher Training Department within the Technical and Vocational Education Department is a significant step towards enhancing the capacity of teachers. This department is approved in the new *Tashkeel*. The regional TVET institutes provide education up to grade 14 and are therefore a potential source for new TVET teachers. A full analysis for the development of a systematic capacity development plan has not yet been conducted.

Management and Coordination

The TVET legal documents and policies are very old and need to be revised. Some of these regulations were reprinted during the Taliban regime, and there are still no rules and regulations compatible with today's realities and needs. A comprehensive review of the policies and overall goals of technical and vocational education should be conducted in comparison with those of general education and the experience of other countries; the resulting policy revisions should be based on such a review. The present monitoring and reporting system for TVET is of low effectiveness and needs to be reformed. The private sector has for the first time become involved in the provision of technical and vocational education. Seven private TVET institutes are now operational in the provinces of Kabul and Balkh.

2.5. Literacy

Equitable Access to Literacy Programs

In 2001, only 22,000 male learners were attending 2,000 literacy courses; today, around 550,000 learners (60 percent female) are attending 22,000 literacy courses supported by the MoE and its partners. New literacy curricula and learning material have been developed and used and the focus has therefore shifted to rural areas. Yet, 9.5 million adults are illiterate and literacy education capacity remains low. Compared with previous years, access to literacy programs has improved. In 1388 (2009), there were 3,365 permanent teachers (eight in each district) of which 41 percent were women. In line with the new policies, attention is focused more on rural areas. The enrollment of women has increased to 60 percent, according to the target set in the previous NESP (see Table 8). Innovative approaches in teaching and learning introduced through Literacy Initiative for Empowerment (LIFE), Enhancement of Literacy in Afghanistan (ELA), Learning for Community Empowerment Program (LCEP-1 and LCEP-2), and other MoE initiatives such as engaging communities and religious leaders in literacy programs also played a significant role in increasing enrollment.

Table 8: Number of Learners in 1385/2006 – 1388/2009

Year	Male	Female	Total	% Female
1385 (2006)	105,446	147,645	253,091	58%
1386 (2007)	98,581	226,451	325,032	70%
1387 (2008)	104,134	274,386	378,520	72%
1388 (2009)	204,075	306,125	510,200	60%

Source: Database of Literacy Department.

According to the National Risk and Vulnerability Assessment (NRVA 2009), the literacy rate for the population aged 15 and over has reached 26 percent (39 percent for men and 12 percent for women). It is estimated that 9.5 million Afghans were illiterate in 1387 (2008). In comparison with other countries,

the literacy rate in Afghanistan is very low. If current circumstances persist, the literacy rate will not improve.

The number of existing literacy courses is very low and cannot meet present need. While most of the illiterate population lives in remote rural areas, the majority of literacy courses have been launched in urban areas. A lack of appropriate learning spaces in rural areas and a lack of local literacy offices in districts are the main problems. Standards are not applied properly in literacy courses. Links between the 11,000 general education schools and literacy training have yet to be developed and general interest in literacy remains low. Literacy programs are also being conducted by other ministries, including the Ministry of Defense, the Ministry of the Interior, the Ministry of Public Health, the Ministry of Rural Rehabilitation and Development, the Ministry of Agriculture, Irrigation and Livestock, and the Ministry of Women's Affairs. Moreover, under the overall framework of Literary Initiative for Empowerment (LIFE) Afghanistan, local NGOs, national and international organizations, and UN agencies are also implementing literacy courses to support the Ministry of Education in achieving the EFA goals. A shortage of professional staff, financial resources, and budget (both development and ordinary) are the main obstacles hindering the expansion and development of literacy programs. The programs received a development budget of only US$1.5 million in 1388 (2009), and its ordinary budget in 1388 (2009) was only 315 million Afs (approximately US$7 million).

Curriculum and Learning Materials and Literacy Teacher Education

The curriculum for the literacy programs has been developed in two phases: basic literacy for six months and post-literacy for three months. Teacher guides for literary have been developed and textbooks for basic and post-literacy phases have been developed and printed in Dari and Pashto. As part of the literacy development plan, 550,000 books for basic and post-literacy courses and 13,000 teacher guides were printed and distributed in 1386 (2007). In order to coordinate literacy teacher training activities, a Literacy Teacher Education Department has been included in the new *Tashkeel*, and the draft plan for the establishment of the Literacy Teacher Education Institute has been prepared.

Academic Supervision

There are two supervisors for each city and district, two supervisors in provincial capitals, and 12 in the central literacy department. This is not sufficient for implementation of a quality monitoring and evaluation system due to logistical problems and lack of professional and experienced staff. To improve monitoring of the literacy activities and establish a literacy databank, forms have been developed, revised, printed, and distributed to literacy units. The forms have been sent to provinces to gather information, and seminars have been held on how to complete the forms. The literacy database is being developed.

Management and Coordination

Afghanistan now benefits from the universal program LIFE, which is used as a strategic framework to improve literacy programs. Two major programs were also launched in 1387: Learning for Community Empowerment Program 2 (LCEP-2) and Enhancement of Literacy in Afghanistan (ELA). LCEP-2 provides micro-credit, establishes microfinance banks in communities, and seeks to increase productive skills while building critical reading, writing, and computational abilities, as well as enhancing critical thinking. LCEP-2 will reach 300,000 learners in more than 3,000 communities in 18 provinces over five years. Of the total beneficiaries, 60 percent will be women. The courses provided by the program will each last for 18 months. ELA is addressing the literacy needs of 600,000 learners in 18 provinces in Afghanistan by providing quality literacy learning consisting of a six-month basic literacy course followed by a three-month post literacy course and a few months of vocational skill development for youth and adults. Women are the priority throughout the courses. Primers, supplementary learning materials, and writing supplies are provided to the students.

2.6. Education Management

Education management capabilities have improved radically since 2001, in line with general improvements in service delivery outreach, quality, access, and equality. The MoE is structured around a central ministry in Kabul and 34 provincial departments. The total Ministry of Education staff was 217,000 in 1388 (2009), with 29 percent female employees. The 170,000 teachers constitute 78 percent of all MoE staff and increases in teacher staffing are expected at an annual increase of 12,500 per year, based on the base-case resourcing scenario. The following situational characterization is provided.

- *Policy and Legal Development.* Education policy is shaped by the articles of the constitution and a commitment to national and international educational norms and practices. The Education Law of Afghanistan was developed and approved by the Cabinet in 1387 (2008), and awaits approval by the Parliament. The regulations on private educational institutes were developed and approved in late 1385 (2006). Other regulations and guidelines are in progress according to the new Education Law.

- *Strategy Development.* The first National Education Strategic Plan for Afghanistan (NESP) was developed for the years 1385-1389 (2006-2010). The plan's achievements include increased effectiveness and sustainability of MoE activities. In 1388 (2009), the NESP was revised and the current NESP for 1389-1394 (2010-2014) was developed. Beginning in 1386 (2007), the ministry also began formulating annual operational plans in the center and provinces based on the NESP. The NESP is designed – within an MTEF – as an operational strategy scalable based on resource availability.

- *Administrative Reform and Development.* Continued functional review and strengthening of central and sub-national structures continues, with a particular focus on achieving administrative effectiveness and efficiency. General administrative capacity has increased from a low base, with a focus on linking administrative structure to support policy discharge, human resource development, and civil service management capacity increases. In addition to priority reform and restructuring (PRR), the MoE is pursuing advance reform and restructuring (ARR) to strengthen alignment between policy and execution.

- *Human Resource Development.* The new *Tashkeel* and TORs of different departments and staff have been finalized in light of the ministry's strategic plan and administrative reform norms. To date, 621 civil servants have been appointed through the priority reform and restructuring process. The civil service law, recruitment procedures, and pay and grading scheme have all been approved. Ongoing staff training and development continue in all core areas of HRM, and within the gender strategy outlined herein, the gender balance is being improved within teaching and administrative cadres.[19]

- *Financial Management, Audit, and Control.* The MoE is one of three ministries in which the new program-budgeting (results-based budgeting) system has been implemented. The MoE has also developed an Education Medium Term Fiscal Framework and Expenditure Framework for the purpose of NESP-2. The MoE employs the computerized Afghanistan Financial Management Information System (AFMIS) and salaries are now paid through the Verified Payroll Plan, with 21 percent of employees receiving their salaries through the banking system. Further PFM development is planned to build core policy, planning, budgeting, and execution capacities, including enhancing expenditure tracking, fiduciary management and aid management. Strengthening PFM and procurement decentralizing requires further support. Presently, there are 16 trained inspectors

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[19] Due to budget and capacity constraints, only 46,000 teaching and administrative positions will go through the pay and grading process in 1388 (2009). The national competency test of teachers will form part of this process. Teachers will be remunerated based on their education, competencies, and years of experience starting from 6,500 Afs (approximately 130 USD) for graduates of grade 12 to 21,400 Afs (approximately US$428) for those with doctoral degrees – a major leap from the past situation. To enhance capacity and increase the efficiency of education offices, the MoE has recruited 1,191 technical assistants (TAs). A commission was formed at the end of 1387 (2008) to assess the performance and contribution of TAs. After an evaluation, the commission brought some changes to the functions and status of TAs.

in the capital. Auditors have visited over three-quarters of departments and offices and complaints are regularly addressed.

- *Infrastructure Development.* Infrastructure development continues to be a major focus of investment, reflective of poor access to educational infrastructure in both rural and urban settings. Substantial external budget funding continues to support infrastructure development. The future focus will need to be on increased capital investment within the MTEF, quality and maintenance improvement, standards development, and regulatory compliance.

- *Information and Communication Technology.* All education departments in the capital and provinces, 20 percent of district education offices, and 15 percent of educational institutes have been equipped with telephones. Around 40 percent of the central departments in the capital and provinces, but none of the district departments and educational institutes, are equipped with a computer and printer.[20]

- *Land and Teacher Housing.* To increase incentives for teachers, 106,000 jeribs of land have been allocated for the construction of teachers' residential areas in the center and provincial capitals.

- *Education Management Information System, Monitoring, Evaluation, and Reporting.* A comprehensive survey of educational institutes was carried out in 1386 (2007) in which data were collected and a report was published. While there have been improvements in EMIS data over the last several years including annual updating, these are still not fully reliable.

- *Strategic Relations.* As a follow-up to the first Afghanistan Education Development Forum (EDF) and to improve coordination with donors and development partners, an Education Development Board was established in 1387 (2008) that holds regular monthly sessions to discuss education development issues. The Board has been expanded to include another three ministries (Ministry of Women's Affairs, the Ministry of Labor and Social Affairs, and the Ministry of Higher Education) that play a direct role in human resource development, and has transformed into the Human Resource Development Board (HRDB). It provides advice to the Minister of Education and ensures coordination between the MoE and donors.

School Infrastructure

Since implementation of the NESP began, 20,948 classrooms have been constructed in 1,875 schools and an additional 18,706 classrooms in 1,848 schools are under construction. The MoE has also provided drinking water facilities for 88 percent of schools and furniture for 43 percent of schools. In 1388 (2009), around 50 percent of schools had decent buildings while 50 percent did not have usable buildings. The average student-classroom ratio, according to 1388 (2009) statistics, is 108, but there is considerable disparity among the provinces: the lowest, in Panjsher, is 40 and the highest, in Ghor, is 311.

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[20] The One Laptop per Child program has recently started. With the cooperation of its partners, the project will distribute 5,000 free laptops for grade 4 through 6 students in the capital and provinces. The project has already provided 2,000 XO laptops for children in Kabul and 400 for children in Nangarhar.

Figure 12: Student-classroom Ratio
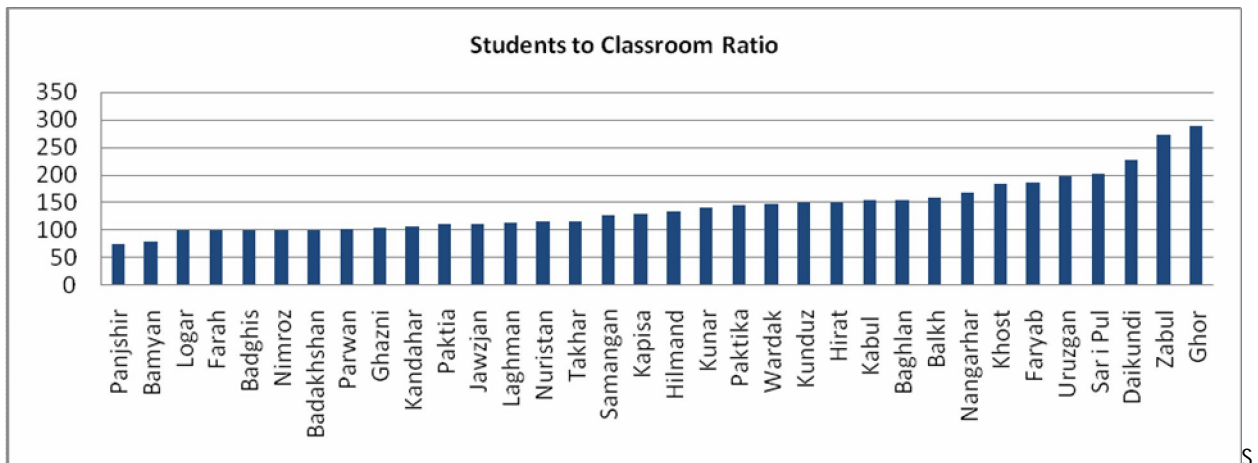
Source: MoE, EMIS Directorate, 1388 (2009).

There are several major challenges that hinder school construction efforts in the country. These include challenges related to the budget, such as insufficient budget for school construction; delay of budget approval by the Cabinet and Parliament; the problematic working procedure between the Ministry of Finance and other governmental organizations (with regard to the development budget); and delays by the provincial finance departments in delivering the budget to the provincial education departments. In addition, the time-consuming procurement process results in delays in construction projects, as does the closure of bank accounts every year due to auditing and clearance issues. The lack of coordination between central departments and provincial departments, especially in the determination of places for school construction, and the lack of construction companies in third-level provinces such as Day Kundi, Nuristan, and Zabul also hinder school construction efforts. Finally, insecurity, especially in southern and southeast provinces, is one of the main challenges that hinder school construction projects.

2.7. Financing the Sector

The goals set out in the NESP were established to keep the education system on track toward achieving the Afghanistan Millennium Development Goals for 1399 (2020). The Afghan government can only cover part of the education budget, and while Afghan private sector investment in education is increasing, private sector contribution towards education is still only a small percentage of public spending. Forecasts show that existing donors' commitment for education over the next five years will be US$660 million, with US$374 million passing through the external budget. The financing gap between the NESP-2 high-case scenario established to meet the 2014 development goals and existing finance is over US$3.6 billion. Drives in efficiency and aid effectiveness are being adopted, but additional finances are going to be required to meet the service delivery benchmarks outlined within the NESP-2.

Base/Low, Medium, and High-case Planning Scenarios

NESP-2 was developed around three resource-based scenarios, with each scenario having a different impact on service delivery quality and coverage. A scenario-based approach has been adopted given the fiscal uncertainty within which the education sector finds itself. This is characterized by under-funding from the Afghan government due to domestic revenue constraints, and is compensated for by external donor financing largely through the external budget. External budget financing is channeled outside the government's treasury system and is therefore not fungible to the government in the same way as core (on-budget) financing. The implications of this reality – which is likely to continue for the medium to longer term – require the adoption of a scenario-based approach around which planning can be scaled upwards, from a baseline, to meet expanding educational needs as and when resources become available. These scenarios have been developed within a newly established NESP-2 MoE Medium Term Fiscal Framework (MTFF) and Medium Term Expenditure Framework (MTEF), which is a core component

of the policy, planning, and budgeting process. This section describes the working scenarios, their parameters, and service delivery implications, all of which are summarized in Table 11.[21]

Resource Parameters

Key factors affecting scenario development in Afghanistan include: (a) forecasts for domestic revenue generation, (b) projections for likely donor support, (c) the contribution of the private sector, (d) quantity and quality tradeoffs and prioritization, and (e) absorption capacity. While absorption capacity is easy to calculate based on previous years' spending patterns and regular increases, estimating fiscal resources is more complex given the volume of off-budget assistance and the many education sector projects delivered through programs such as the NSP, non-governmental partners, the private sector, and even Provincial Reconstruction Teams (PRTs). There has, however, been a tendency to conduct planning based on forecasted educational needs (quantity and quality) and not on the harsh reality of resource constraints. Scenario-based planning is developed here, within fiscal and expenditure framework scenarios, to deal with resource uncertainty. As a consequence of the structure of the budget (core and external) and the different sources and systems of non-budget financing, it is only possible to estimate total education financing within a range. Key observations in relation to resource planning – vital to the development of scenarios – are as follows.

Base-case Scenario (1388/2009-2010)

In 1388, nearly US$800 million in support was committed to education in Afghanistan, with expenditures totaling around 80 percent. The uncommitted core development budget will be carried over as part of the rolling budget cycle. Over the medium term, external support is expected to remain static, declining thereafter, but government funding for education will increase in line with increased domestic revenue mobilization. New sources of financing are likely to include the FTI, although total resource availability through this initiative is likely to be around 5 percent of total spending at best. Government is also unlikely to borrow funds for education services and so the NESP needs to be planned on the basis of substantial financing gaps, both if national MDG targets are to be met by 2020 and for the government to honor its commitment to quality delivery, equity, and access.

- *Core and External Budget*. Resources for education are derived from the core budget (through the treasury system and from government revenues and external assistance) and external budget (donors), covering operating and development spending. The contribution of the private sector constitutes a growing percentage of total education spending and needs to be included within the overall sector costing. Moreover, education sector funding is also provided through non-education sector programs covered by other ministries, donors, and non-governmental organizations, and although these resources are difficult to quantify, they are presumed to be considerable.

  o *Core Budget (Operating)*. The core operating budget was around US$316 million in 1388, of which 99 percent was expended. Over 91.5 percent of this was allocated to salaries of teachers and support staff with the balance (8.2 percent and 0.3 percent) for operating and maintenance (O&M) and investment respectively. In 1389, around US$390 million is available for the core operating budget.

  o *Core Budget (Development)*. The total core development budget in 1388 was US$175 million, of which US$77 million was disbursed (44 percent) by the end of the year and the remaining carried over to the next year budget. In 1389, US$184 million is available (carry forward and new

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[21] This model employs the Laing Needs Based Budget Defragmentation – Medium-Term Expenditure Framework (LAND-MDG2). The model is deployed to: (a) establish medium-term resource envelopes, and (b) needs and performance-based resource allocation, with bottom-up approaches to: (i) medium-term program costing and (ii) dynamic re-prioritization. It is framed within the context of GIRoA's PFM system and international PFM standards. It is developed around a capacity-release approach to mainstream medium-term budget and reporting systems and accelerate PFM reform via simplified, streamlined, and strategic business-unit processes (SSS-BuP).

budget). Development budget spending is likely to increase to 80 percent to 90 percent within two fiscal years.

o *Total Core Budget.* The total core budget for 1388 was around US$491 million, with actual expenditures in the range of US$391 million. The total core budget for 1389 is around US$574 million and the expenditure rate is expected to be around 90 percent.

o *External Budget.* Approximately US$250 million is reportedly committed by donors through the external budget each year, although actual expenditures are likely to be anywhere between 70 percent to 90 percent of this total, based on standard international disbursement ratios, in a given year. The external budget is heavily projectized, and given that each donor has its own fiscal cycle and reporting framework, mapping donor resources yields only a partial understanding as to how commitments relate to actual expenditures. With new financing committed each month, and with significant resources such as those to be provided by USAID still uncertain, ranges can only be provided for the external budget for future years, albeit based on certain assumptions.

o *Private Sector Financing.* There are currently around 360 private sector schools in Afghanistan providing educational services to around 150,000[22] students at an average annual cost of US$500 per student (totaling around US$75 million each year). With GDP per capita increasing and the demand for private education in urban areas in particular likely to increase to over 800 schools by 2014, a total number of more than 300,000 children expect to be served by the private sector at an annual cost of up to US$180 million by 2014. The impact of the private sector on public spending is already a significant factor, and a proactive government policy along with increased regulatory oversight will be adopted.

Table 9: Summary of Total NESP Budget and Expenditures for 1388/2009

	Budget (US$)	Expenditure (US$)
Total Core Budget	491,000,000	391,000,000
Operating	316,000,000	314,000,000
Development	175,000,000	77,000,000
Total External Budget	287,000,000	237,000,000
Private Sector Financing	37,000,000	37,000,000
Other Programs (NSP, PRTs etc.)	250,000,000	200,000,000
Total	US$774,000,000	US$628,000,000

Source: MoE, 2010

As Table 9 outlines, current core, external, and private sector financing in 1388 is assumed to be in the region of US$774 million, with actual expenditures in the range of US$628 million for 1388. While expenditure out-turns for the core budget are reported, expenditures for the external budget can only be estimated based on donor reporting. Table 10 provides indicative information on available budget and projected expenditure.

Table 10: Summary of Total NESP Indicative Budget and Projected Expenditures for 1389/2010

	Budget (US$)	Expenditure (US$)
Total Core Budget	574,000,000	532,000,000
Operating	390,000,000	385,000,000
Development	184,000,000	147,000,000
Total External Budget	325,000,000	275,000,000
Private Sector Financing	75,000,000	75,000,000
Other Programs (NSP, PRTs, etc.)	250,000,000	200,000,000
Total	US$899,000,000	US$807,000,000

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[22] Private schools reported enrollment of more than 75,000 students in 1388 and 150,000 in 1389.

Source: MoE, 2010.

The GIRoA currently covers around 65 percent of all operating expenditures through national revenues, with the balance (35 percent) being met by international assistance. Based on fiscal forecasts, assuming that major increases in security sector spending are as projected, the government should be able to cover all core recurrent costs over the medium to longer term (five to seven years). However, it will take many years (perhaps 10 to 15) before the government will be in a position to fully finance the sector through its own resources. Initiatives such as the Fast Track Initiative (FTI) will assist in meeting resource requirements, but given the uncertainty of external budget resources over the medium term, the education sector – and children's education – will remain heavily dependent on external support. As a consequence, the aim of the NESP is to maximize core budget financing so that one day all expenditures are on budget, with the majority of expenditures also covered by national revenues. At this point, and only at this point, will resource fungibility across operating and development expenditures, and across programs and provinces, be possible.

Scenario Parameters

Over the course of NESP-2, the low scenario has been established only nominally above the baseline provided by 1388. This reflects the need to increase education sector financing to meet both constitutional and international development goals. However, for the high-case scenario to be delivered, over 40 percent increase in both government and external donor support would be required. While the high-case scenario is unlikely to become reality until government revenues are 20 percent to 25 percent of GDP, the high-case scenario (which meets both quantity and quality targets) remains the preferred resourcing scenario for NESP-2.

The three scenarios – using 1388 education sector financing as the base year – chart the implications on service delivery quality as a result of different levels of under-financing. Shortfalls in funding impact the quality and quantity of education provided, which puts at risk the entire socioeconomic transition. The scenarios developed therefore highlight the implications of different fiscal scenarios on planning parameters. The low-case scenario outlines the minimum resources required to deliver the right quantity of education and the high-case signifies the volume of resources required to meet national and international development goals. Population increase and increase in the number of students are constant factors across all scenarios.

Scenario Planning Parameters

Table 11 provides the different planning parameters for base/low, medium, and high-case scenarios, as a result of different fiscal conditions. These are based on a logical correlation that increasing resources leads to improved quality, better student-teacher ratios, improved student-class ratios, and increased number of students for TVET and literacy. These qualitative "access" and "equity" parameters have implications for numbers of teachers, administrative and support staff, and the numbers of schools and schools with science labs, etc. In turn, these parameters have knock-on cost implications.

The top-down Medium-Term Fiscal Framework (MTFF) developed for NESP-2 therefore provides the overall resource envelope for the strategy, from which the value of inputs will be determined and the impact on quality education affected. The bottom-up Medium-Term Expenditure Framework (MTEF) then allows the allocation of resources across the five national programs to meet the various results outlined in the results matrix in Annex 1. Furthermore, while Table 11 clearly outlines the various planning parameters for base/low, medium, and high-case scenarios, to be determined on a year-by-year basis and based on an assessment of available resources, the broad characterization of how these different scenarios have been established is summarized below.

- *Low Case.* The low-case scenario is based on a realistic assessment of likely resource availability and with incremental growth targets set for wage, non-wage, and capital spending as a result of increased staffing (annual increases of 13,100 teachers/staff per year) and salary decompression as a

result of priority reform and restructuring (PRR).[23] This scenario uses 1388 as the base year with incremental growth requirements incorporated and projected over a five-year planning period. Targets are based on service delivery performance in the preceding two years with incremental gains, covered by the government and education partners both on and off budget. The ordinary budget would be expected to increase from US$316 million in 1388 to US$478 million in 1389, assuming staffing increases of around 13,100 per year.[24] External funding would stay flat but with increased absorption. Under the low-case scenario: (a) the student-class ratio in general education would increase from 41.3 in 1389 to 46.9 showing a deteriorating trend, (b) total general education teachers will go from 170,060 in 1389 to 208,046, and (c) the construction of new classrooms would go from 5,000 to 9,000. Additional quantity and quality parameters are seen itemized across the five national programs.

- *Medium Case.* The medium-case scenario could be reached with improved aid alignment and harmonization, as well as additional support provided through the various bankable programs presented at the Kabul Conference in July 2010. This scenario also takes into consideration existing absorption capacity constraints and various delivery risks, but is substantially based on increasing service delivery provision through education partners, while continuing development of the MoE's delivery capacities.

- *High-case Scenario.* The high-case scenario would allow the government to meet the MDG goals in education by 2020 – meeting future primary and secondary educational needs for existing and future population growth scenarios. Currently, there is insufficient funding to meet the high-case scenario, and as a result, the constitutional vision of universal access to basic education will not be met. Thus, each scenario has implications for both service delivery coverage – including into remote rural areas – as well as the quality of education provided. The entire NESP-2 is therefore established on the basis of scenario-based planning – with the baseline established on the basis of business-as-usual and incremental growth.[25] To meet the high-case scenario, the financing gap of around US$3 billion over the five-year period will need to be bridged, through a combination of government, donor, and private sector financing. Should high-case financing be provided, core quality indicators such as student-class and student-teacher ratios would undergo a radical improvement, as would various other parameters such as decreasing rural isolation, better gender balance, improved science laboratories, and other factors detailed across the five national programs.

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[23] The MoE is also in the process of adopting new grade and pay scales, and in 1389 around 90,000 teaching and non-teaching staff will be adopted into the new pay scale (around 50,000 were adopted in 1388). The difference in the salary for the first year will be covered through Civil Service Commission accounts. This needs to be covered by the MoE budget in the following year. Therefore, the MoE budget will have to increase to accommodate this. We made detailed budget calculations for this in the NESP budget. Below are some parameters that will increase the budget. Support staff base salary will increase from US$66 to average US$104, administrative staff base salary will increase from US$73 to average US$157, and teachers' salary will increase from US$91 to US$148.

[24] The MoE expects to get an additional 13,100 new staff (budget) from the MoF each year to provide for increased enrollment. In the low-case scenario, this will cost US$31 million.

[25] The implications of the different cases below need to be clearly understood. In an ideal word, sufficient resources would be deployed to meet the educational requirements of all children. Any shortfall in funding implies that significant numbers of children fall outside the existing service delivery footprint, with many children being denied access to education. The social, economic, and even security implications of this reality call for a higher funding scenario.

Table 11: Low and high-case scenarios

NESP Program Areas	1388 Base	1389 Low	1389 High	1390 Low	1390 High	1391 Low	1391 High	1392 Low	1392 High	1393 Low	1393 High
General Education											
Key parameters											
No. of students	6,504,715	7,381,331	7,381,331	8,006,462	8,006,462	8,651,717	8,651,717	9,312,386	9,312,386	9,960,517	9,960,517
Student-class ratio	40.0	41.3	35.6	42.7	35.5	44.0	35.5	45.4	35.6	46.9	35.6
Gross enrollment rate	56%	59%	59%	63%	63%	66%	66%	69%	69%	72%	72%
Total teachers needed	160,128	170,060	233,363	180,040	256,480	189,974	280,631	199,603	305,674	208,046	330,317
Administrative staff	6,793	7,143	7,844	7,250	8,545	7,359	10,029	7,469	11,597	7,581	13,199
Support staff	26,738	28,118	30,170	28,680	32,236	29,111	36,592	29,547	41,198	29,990	45,903
Establishment of new schools	11,460	930	940	700	938	600	936	500	930	400	946
No. of general schools	11,460	12,390	12,400	13,090	13,338	13,690	14,274	14,190	15,204	14,590	16,150
Construction of new classrooms		5,000	13,000	6,000	13,000	7,000	13,000	8,000	13,000	9,00	13,000
Islamic Education											
Key parameters											
No. of students	136,935	149,239	149,239	161,543	161,543	173846	173846	186,150	186,150	198,454	198,454
Total teachers needed	5,144	5,620	6,100	5,981	6,342	6,457	6,933	7,115	7,773	7,976	8,837
Administrative staff	493	503	525	513	548	523	617	534	703	544	809
Support staff	1,333	1,360	1,395	1,387	1,427	1,415	1,544	1,443	1,691	1,465	1,871
No. of Islamic schools	550	627	642	704	733	781	825	858	916	935	1,008
Construction of new Islamic schools		48	60	53	70	58	72	61	75	63	73
Teacher Training and Curriculum											
Key parameters											
New textbooks provided to students (%)		70%	70%	80%	80%	87%	87%	95%	95%	100%	100%
No. of teacher education students	34,020	49,216	49,216	64,412	64,412	79,608	79,608	94,804	94,804	110,000	110,000
No. of district teacher training centers (DT3)	87	121	142	154	197	188	252	221	307	255	364
% of schools equipped with science labs		16%	20%	18%	25%	20%	30%	23%	35%	26%	40%
No. of new science labs constructed		100	400	100	400	100	400	100	400	100	400
Construction of new DT3s		46	70	51	70	52	72	51	74	55	78

|											
Total teachers needed	3,110	3,532	3,730	4,157	4,355	4,429	4,627	4,785	4,983	5,131	5,329
Administrative staff	403	415	468	419	547	423	595	428	653	432	700
Support staff	531	545	625	556	663	567	685	578	712	590	734
Technical and Vocational											
Key parameters											
No. of students	19,611	29,637	44,232	40,978	70,674	52,318	97,116	63,659	123,558	75,000	150,000
Total teachers needed	1,962	2,359	2,750	2,683	2,934	3,219	4,541	4,017	6,936	5,163	10,373
Administrative staff	442	472	512	477	527	481	531	486	536	491	541
Support staff	821	871	896	888	931	906	949	924	967	943	986
No. of TVET schools		24	72	25	72	24	73	24	73	24	74
Construction of new TVET schools		24	72	25	72	24	73	24	73	24	74
Literacy											
Key parameters											
National literacy rate	26%	28%	31%	32%	36%	36%	41%	40%	45%	43%	48%
No. of new CLCs constructed		31	62	34	69	36	73	39	78	42	82
No. of students	500,000	500,000	720,000	550,000	720,000	600,000	720,000	650,000	720,000	650,000	720,000
Total teachers needed (ordinary budget)	3,627	4,477	4,977	4,877	5,377	5,277	5,777	5,677	6,177	6,077	6,577
Administrative staff	392	402	482	412	512	422	452	432	462	442	472
Support staff	251	261	271	271	281	281	291	291	301	301	311
Education Management											
% of staff trained in job-related skills		25%	50%	31%	55%	38%	60%	44%	70%	50%	80%
% of offices equipped with basic and ICT equipment		25%	35%	33%	51%	42%	67%	51%	73%	60%	100%
Total teachers needed	935	935	935	935	935	935	935	935	935	935	935
Administrative staff	2,154	2,554	2,554	2,954	2,954	3,354	3,354	3,754	3,754	4,154	4,154
Support staff	1,311	1,411	1,411	1,511	1,511	1,611	1,611	1,711	1,711	1,811	1,811

Source: MoE, 2010.

2.8. Sector-wide Issues

- *Inclusive and Special Needs Education.* There is only one school in Afghanistan (in Kabul) for students with visual impairments, administered by the MoE with 150 students. There are four schools for students with hearing impairments (two in Hirat, one in Kabul, and one in Jalalabad) accommodating 900 students altogether. The Ministry of Education, with support from UN agencies and international organizations, is running 29 pilot general schools in Kabul for inclusive education (where children with disabilities and without disabilities are learning together). This initiative will gradually be replicated throughout the country. There is also a large number of integrated schools where children with disabilities learn in special classes and/or units located in ordinary schools.[26]

- *Kuchis.* According to the National Risk and Vulnerability Assessment (NRVA) (2005), the enrollment rates for Kuchi boys and girls are also very low, at 11 percent and 6 percent respectively. To facilitate education for Kuchi children, 72 schools have been permitted in 32 provinces and some dormitories have been established to accommodate 10,915 Kuchi students (27 percent female) and students from insecure areas. The MoE has developed a Road Map towards Inclusion in Afghanistan in collaboration with members of the Inclusive Education Coordination Working Group (IECWG)[27] and an Inclusive and Special Education Directorate has been included in the new *Tashkeel* of the ministry.

- *Private and Cross Border Schools.* Regulations on private schools have been developed and ratified. To date, 337 private schools have been established and 62,600 students are enrolled. A private and cross-border schools unit has been established to facilitate the process. In addition, 661 cross-border schools in Iran and 338 schools in Pakistan have been registered with the ministry, and 198,638 students in those schools are using the ministry's curriculum.

- *Distance Education.* In addition to public-awareness programs, the Education Radio and TV (ERTV) section of the ministry has educational programs for teachers, children, and adult learners. These programs include: "Domestic Affairs", "School Time", "Learn and Teach", and "Voice of Education". Education TV broadcasts daily for six hours in Kabul province and city. Education Radio has round-the-clock educational programming.

- *Preschool Education.* Mosques play an important role in preschool education by providing basic literacy and Islamic education to children. A section has been included in the new *Tashkeel* for the development of learning materials for preschool education. Plans are also in place for preschool teacher education.

- *Education Quality.* According to the 1388 (2009) school survey, the student-teacher ratio at the national level was 41.6, very near to the standard ratio set by the ministry. However, this fails to take into consideration the 42 percent of eligible children outside the schools system; if these were included the pupil-teacher ratio would be significantly higher. The pupil-teacher ratio varies considerably by province. The lowest pupil-teacher ratios are 30, 31, and 32 respectively in Parwan, Badakhshan, and Nuristan. The highest ratios are 146, 66, and 62 respectively in Zabul, Day Kundi, and Hilmand.

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[26] According to Handicap International France (2005), around 77 percent of children with disabilities in the country do not have access to education. The number was 85 percent for girls with disabilities. More than 2,600 children with disabilities (mostly with hearing or visual impairments) are learning in inclusive education pilot schools throughout the country.
[27] As inclusive and child-friendly education is a vital tool to reach Education for All (EFA), it will therefore be implemented in accordance with the Road Map Towards Inclusion in Afghanistan as outlined in the Needs and Right Assessment Analysis on Inclusive Education 1388 (2009). Some development partners/donors have already begun supporting this plan.

Figure 13: Student-Teacher Ratio
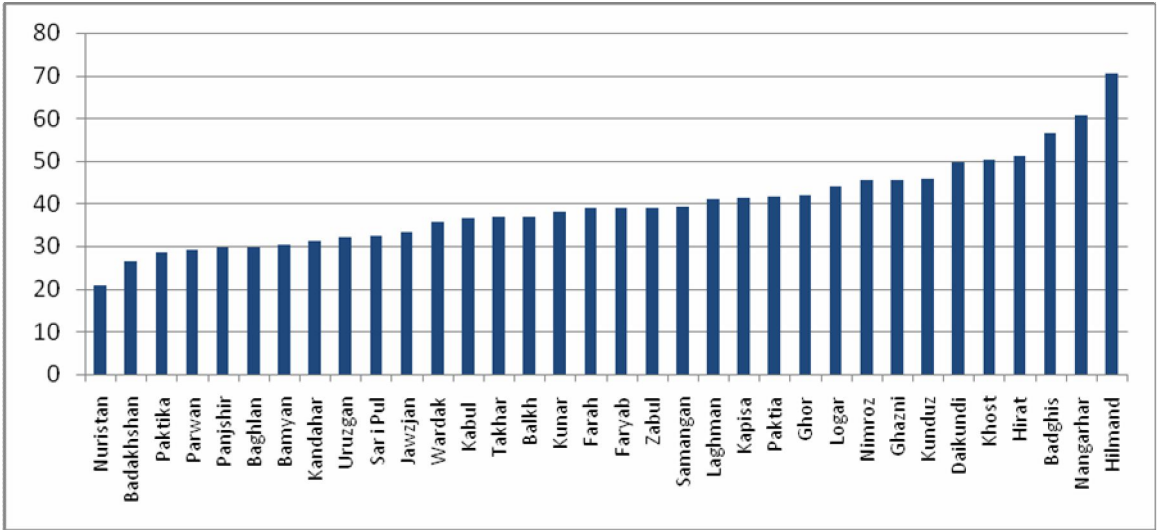
Source: MoE, EMIS Directorate (EMIS), 1388 (2009).

3. Education Provision in Afghanistan: Risks, Constraints, and Opportunities

The ability of the MoE to deliver the Interim Plan (IP) will depend on the degree to which it is able to operate at school and community levels. Therefore one must take a realistic look at the context in which education provision is to be delivered. The IP is based on assisting Afghanistan to reach its MDG and EFA education goals and targets.

It is now generally accepted that the world will not meet its MDG and EFA targets by 2015. Part of the problem lies in the very act of setting targets that have little other value than advocacy. When "regular" countries have difficulty attaining the global education goals, it is that much more challenging for countries recovering from natural disasters (e.g. Haiti and Pakistan) and conflict (e.g. Iraq and Afghanistan) or in totally failed states such as Somalia.

Afghanistan's recent history and 30 years of war have left the country among the poorest in the world. It is ranked third to last in the UNDP's Human Development Index. Life expectancy is 44 years, the infant mortality rate is 154/1,000, and the unemployment rate is 40 percent. The legacy of war and ongoing conflict with the Taliban and other insurgents has left Afghans in dire need, and challenges Afghan and its foreign state-builder allies with a complex and immense mission likely to last decades.

Currently, over half of the provinces of the country are fully *secure* and the rest are said to be *insecure*, although this generalization hides the fact that there are gradations of insecurity and security in almost all provinces. This must be seen against a socio-political background: Afghanistan is still at the stage of state formation, with elements of state development, but the reality is that the state is not yet a fully functioning entity in the sense of having control over all aspects of the economy (much of it opium-driven) and social services.

Despite this past and the on-going conflict, major achievements have been made since 2001:

- Between 2001 and 2009, primary school enrollment rose from 0.9 million to nearly 7 million (a seven-fold increase in eight years) and the proportion of girls from virtually zero to 37 percent. Yet 42 percent of schoolchildren are still estimated to be out of school.

- The number of teachers has risen seven-fold, but their qualifications are low and only 31 percent are women. In a 2005 survey in northern Afghanistan, 200 teachers were asked to sit the same exams as their students: only 10 of them (5 percent) passed. The National Education Strategic Plan states that just 24 percent of teachers meet the minimum qualifications of having passed grade 14, the last grade of teacher training college.

- Since 2003, more than 5,000 school buildings have been constructed and/or rehabilitated, but still just over 50 percent of schools have usable buildings. Thousands of communities have no access to schools due to distance or security. In the period between October 2005 and March 2007, 6 percent of schools were burned down or closed by insurgents.

3.1. Drivers of Fragility

The Afghanistan National Development Strategy (ANDS, 2007) 2008-2013, which, together with the Afghanistan Compact, is one of the main documents used by the Government of the Islamic Republic of Afghanistan (GIRoA) in its relations with major bilateral and multilateral donors, identifies four main intermingled drivers of fragility (GIRoA, 2007, p. 14):

- Security. As long as the military and police forces cannot establish and maintain the rule of law, all other development efforts will fail. This also depends on coalition and ISAF support for accelerated capacity building of the Afghan National Army and Afghan National Police.

- Governance. There is alleged corruption at every level of government. Externally managed reconstruction programs, operating primarily outside of the control of the Afghan government, also add to corruption and build capacity outside of the public sector.

- The Economy. Dependence on opium fuels corruption and the Taliban.

- Chronic Poverty. Social and economic development is undermined by inadequate health and education provision and destroyed infrastructure.

Several other country assessments add to this picture: the UN Development Program's Millennium Development Goals Report for Afghanistan (UNDP, 2005); the UN Office on Drugs and Crime's Winter 2009 Opium Assessment (UNODC, 2009); the Security Update (2008) of the International Council on Security and Development (ICOS) – an international think tank; and Oxfam's Afghanistan Priorities. These assessments group the drivers of fragility slightly differently. The drivers used in this chapter – security, the economy, governance, society, and the environment – are common to most analyses.

3.2. Security

The MoE estimates that 17 of Afghanistan's provinces offer secure access to education, while in the remaining 17 there are degrees of insecurity, although education provision is continually being negotiated with local communities. (See Annex 2 showing provision in Afghanistan on the basis of security).

Security effects on the education sector include attacks on schools, dangers for teachers and students on their way to school, and threats and actual attacks against many of those who risk their lives trying to deliver education.

In districts not completely controlled by government forces, state-run education in public schools is often not possible, as the Taliban and other insurgent groups attack schools, school staff, and students. The methods of attack are varied and have included threatening letters and phone calls to teachers, attacks on teachers and students on their way to school, the beheading of a headmaster in his home, the placing of a landmine in a classroom, and the use of explosives and mortars to destroy whole schools. UN figures are distressing:

- Between 2004[28] and July 2008, 722 incidents affecting education (i.e. attacks on schools and other education institutions, their staff and/or pupils) were recorded. Of these, 230 occurred between July 2007 and June 2008 (UN Security Council, 2008, p. 11).

- In the period from April 2008 to January 2009, around 138 students and teachers lost their lives and a further 172 were wounded in criminal and terror attacks. Some 651 schools were inactive mostly due to insecurity and another 122 school buildings were destroyed or burned down. Some 173,443 male and female students are unable to go to school or gain an education because security concerns prevent schools being built in the first place, according to the MoE (Shalizi, 2009).

- Worst hit are girls whose schools are specifically targeted. While these represent only 14.8 percent of the total number of primary, secondary, and high schools in Afghanistan, they are affected by some 50 percent of the recorded incidents (UN Security Council, 2008, p. 11).

- The poison gas attack on a girls' school in Kabul (August 2010) illustrates that not even Kabul itself is safe from random attacks.

However, the Taliban are not a cohesive entity: the factionalism of the Taliban has allowed education authorities and communities in several cases to negotiate with the local Taliban and keep schools open. As reported by IRIN (2009):

> The government is ready to negotiate with the opposition over schools and would be willing to accommodate their religious reservations. "If they want to call schools 'madrasa' we will accept that, if they want to say Mullah to a teacher we have no problem with that. Whatever objections they [the Taliban] may have we are ready to talk to them," MoE says. The Ministry of Education also emphasized that its curriculum was entirely in accordance with Islamic values and girls were required to comply with Islamic dressing codes (including wearing the hijab) to school. Owing to this appeasing approach, the government has reopened 24 schools in Helmand, Ghazni, and Kandahar

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[28] No month specified in the source report from the UN Security Council.

provinces previously shut by insurgents. "We aim to reopen all the schools which are closed because of insecurity," assured Farooq Wardak, the education minister, adding that hundreds of new schools would be built in 2009. However, none of the 16 schools reopened in Helmand over the past three months catered for girls, the Ministry of Education said, a severe blow for already low female literacy rates.

Community and home-based education initiatives are long-established ways of getting around security constraints. In many cases, they have proven so effective that the MoE has entered into stable partnerships with NGOs that work in partnership with local community-based organizations and with village elders and district leaders. The community and home-based education initiatives have been researched in detail and delivery systems are well developed. UNICEF supplements the work of NGOs and, in collaboration with the MoE, delivers community-based education to approximately 86,000 students.

Parents and community leaders have been engaged in the education of their children and decision making at the school level through school *shuras* established under the MoE/EQUIP. These *shuras* have demonstrated tremendous commitment and support to delivery of quality education at the village level and protection of schools. As the capacity of the school *shuras* further develops, they will be in a position to manage the delivery of education if appropriate resources can be channeled to them. There were several such examples where the community took a leadership role in running girls schools even during the Taliban period.

Distance education via radio, television, and DVD is another way of overcoming security challenges. According to the BBC, 48 percent of the Afghan population listens to radio dramas every week (BBC, 2008). On a smaller scale, Save the Children UK's radio program incorporates girls' rights messages and has inspired girls to want to become journalists: "In this case insecurity has served as a catalyst for innovation, resulting in the use of a mechanism which enabled a much wider reach and impact than through a conventional workshop and training approach."

The potential of education to make Afghanistan a safer place is there, but in some instances it may not necessarily be the case. Education can create peace, stability, and resilience, but it can also be a driver of violence, instability, and fragility if the needs/opinions of the entire population are not considered. Millions of schoolbooks were reprinted during UNICEF's Back to School campaign in 2002-2003, but it took a further five years to complete reform of the curriculum and thus to promote the values of Afghanistan's diverse cultural and religious heritages. A new curriculum and new textbooks are currently in operation. Education, through the new curriculum, is integrating peace education, child rights, life skills, and civic education in the classroom.

3.3. The Economy

Research by the World Bank (2007) and OECD-DAC (2007b) shows that foreign aid in 2005 constituted approximately half of the lawful economy and 90 percent of all public expenditure. When one considers that the opium trade constitutes the next largest part of the economy, it is easy to see that we are not dealing with a normal situation. An aid effectiveness study by the NGO alliance the Agency Coordinating Body for Afghan Relief (ACBAR, 2008) presents disturbing evidence:

- There is an aid shortfall of US$10 billion, equivalent to 30 times the annual national education budget: in 2001, donors committed to giving US$25 billion in aid, but have only delivered US$15 billion.

- An estimated 40 percent of aid goes back to donor countries in corporate profits and consultant salaries – approximately US$6 billion since 2001.

- Largely due to the lack of coordination and communication, the Afghan government does not know how one-third of all aid since 2001 – some $5 billion – has been spent.

- The US military spends close to US$100 million a day in Afghanistan, yet average daily non-military aid expenditure since 2001 is just US$7 million a day.

- Over two-thirds of all aid bypasses the Afghan government.

- According to the latest OECD figures, less than 40 percent of technical assistance is coordinated with the government and only one-third of donor analytical or assessment work is conducted jointly.

- Profit margins on reconstruction contracts for international and Afghan contractor companies are often 20 percent and can be as high as 50 percent.

- Each full-time expatriate consultant typically costs US$250,000 to US$500,000 a year.

It is thus clearly the case that the GIRoA is not the only entity with governance problems. While donors and government state that they wish to abide by the principles set out in the *Paris Declaration on Aid Effectiveness*, the current situation does not provide the necessary enabling environment. Aid ineffectiveness is a key influence on fragility. Aid spent ineffectively fails to mitigate poverty, which then reinforces insecurity.

Foreign aid, however, is absolutely necessary – in all sectors, not least in education where the foundations of a new nation must be built. The reconstruction and daily operation of the education sector would be highly difficult without foreign aid, which in 2006 funded approximately 92 percent of the budget of the MoE. [29] Ideally, education would be funded from general tax revenue, but this is unlikely until such time as the state functions efficiently and an equitable tax system is in place in a rapidly growing economy.

Lack of education has a clear negative impact on the economy. Prospects for livelihood diversification are limited by the fact that over two-thirds of the population is non-literate. Rebuilding the education system is a prerequisite for creating a more sustainable economy that is no longer dependent on opium, foreign aid, and remittances. The MoE is Afghanistan's largest government employer, receiving 19 percent of the state's operating budget, 4.3 percent of the core development budget, and 7 percent of the total core and external, operating, and development budget (Ministry of Education, 2008c, p. 12). The education system contributes significantly to the national economy by paying salaries – however low they may be – and initiating major infrastructure and refurbishment projects, such as the projected construction of 65,000 classrooms. Increasing the number of schools, teachers, and other education staff, and increasing their salaries, as outlined in NESP-2, will in itself be an important contribution to the Afghan economy.

3.4. Governance

Much of the public sector, not just education, is affected by excessive and inefficient bureaucracy. Tackling it "would be a daunting agenda in the best of circumstances", as the World Bank states in its proposed Public Administration Reform for Afghanistan (2008). The MoE admits that there is need for continuous adjustment to the structure in order to align the service delivery structure with the functions and goals set out in the NESP. The procurement process and payment of invoices still takes longer than it should.

Corruption is becoming an intractable problem. Afghanistan is ranked third from the bottom on Transparency International's Corruption Perceptions Index (Transparency International, 2010). An overarching problem, corruption is also affecting the education system. Although there are large numbers of university graduates in the urban centers, many under-qualified applicants (grade 12) are being recruited as new teachers.

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[29] The national education budget consists of two parts: the Ordinary Operating Budget and the Development Budget. The former constitutes 17 percent of the total national education budget, and is 45 percent covered by the Afghan government and 55 percent by donors. The Development Budget constitutes 83 percent of the total national budget and is 100 percent donor funded. This means that the Afghan government covers a mere 7.65 percent of the total education budget and donors the remaining 92.35 percent. It should be noted that some donor funds are coordinated with the Afghan government through the Afghan Reconstruction Trust Fund (a pooled funding mechanism) while others are not. It should also be noted that these figures may have changed since 2006.

Centralized systems are another problem for the public administration. The general insecurity makes it difficult for central officials to understand the reality of the provinces, especially in the more remote areas. Provincial Reconstruction Teams carry out programs with little coordination and oversight from the local and national education authorities.

Lack of information on schools in a country that has not had a national census since 1979 has complicated school governance. In an up-to-date education system, quantitative data for the entire country are surveyed and collected in a systematic manner and added to an education monitoring information system (EMIS). Data are used to forecast and model future needs. The MoE took steps towards a functional EMIS by conducting its first school survey in 2007.[30] This was rightly considered a major achievement, considering the inauspicious circumstances.[31] The 2007 School Survey is the first complete survey for 20 years. As a valid longitudinal comparison would require at least two complete data sets, it is still too early to assess the impact of education on fragility. Future school surveys might benefit from a vulnerability mapping as part of emergency preparedness. However, the latest MoE Annual Statistical Report is a major achievement as it illustrates what can be achieved through capacity building within the system. In principle, school management committees for community-based schools can promote local democracy.

> Salima, a non-literate mother, accidentally killed her son by feeding him what she thought to be cough medicine but which turned out to be a poison. Realizing her illiteracy had caused the death, she resolved to send her children to school in future and got actively engaged in a school management committee. She is responsible for liaison with schools in neighboring villages, supporting students and their teacher with food, and organizing parents to herd the teacher's sheep. Her husband has built a classroom for the schoolchildren. (PACE-A report.)

A story like this provides hope. Such an anecdote does not reveal important details about local governance, such as how decisions are made and by whom. It is clear, however, that Afghanistan needs many more such local initiatives in order to rebuild community cohesion.

3.5. Society

Education helps to develop a credible national identity that can integrate or override other competing identities such as family, ethnic affiliation, religious allegiance, class, and disability. Afghanistan's education law is a testimony to this, as evidenced by the objectives in its first substantial article (Ministry of Education, 2008b: p. 2):

Article 2:

The main objectives of this law are:

1. *Ensure equal rights of education and training for the citizens of the Islamic Republic of Afghanistan through promotion and development of universal, balanced and equitable educational manner;*

2. *Strengthen Islamic spirit, patriotism, national unity, preservation of independence, and defense of territorial integrity, protection of interest, national pride, and loyalty to the republic system of Afghanistan;*

3. *Educate children, youth and adolescents as pious Afghans and useful and sound members of the Society.*

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[30] The Ministry of Education conducted similar surveys in cooperation with UNICEF and WFP in 2004 and 2005 respectively, but the data were more incomplete than in the 2007 version and were not sufficient to create an EMIS system. The first was established after the 2007 survey.

[31] Even the 2007 School Survey, however, is not entirely complete. Deteriorating security in eight of 34 provinces meant that the 2007 survey could not reach an estimated 600 of 9,500 schools (Ministry of Education 2008, p. 8). When survey teams were unable to visit schools, head teachers were asked to travel to the regional capital with documentation to fill in the survey. For 200 schools, even this was not possible as the headmasters did not feel secure. For these schools, estimates had to be derived from data at the provincial education department. This means that the data set cannot be considered complete or entirely accurate.

Afghan society is deeply religious. Islam is the national religion. The country has both Sunni and Shia Muslims. Whereas the Taliban has used an extremist interpretation of religion to radicalize young people, Islam has provided a common foundation for the MoE and communities to enter into dialogue and partnership in an effort to promote education for all children regardless of discrimination on any grounds.

Afghanistan has formal primary and secondary schools as well as *madrasas*, which provide training for religious leaders and which are run both by the MoE and local spiritual leaders. However, a large number of Afghan youth study in *madrasas* aboard, some of which promote Islamic radicalism. The MoE is expanding its Islamic education program in NESP-2 to reach all Afghan youth who choose Islamic education.

Language could be another major divide. In Afghanistan, schoolbooks are printed in the two official languages: Dari and Pashto. The MoE has developed new language textbooks to promote minority languages: Baluch, Gujri, Nuristani, Pamiri, Pashaee, Turkmen, Uzbek, and some 25 others.[32]

Afghanistan's approximately 32 million people live in 34 provinces, and are divided into many ethnic groups and clans. In the absence of reliable economic and security provision from the state, traditional structures become a source both of protection and corruption. As an example, the nomadic groupings collectively known as the Kuchi have school enrollment rates as low as 6.6 percent for boys and 1.8 percent for girls (Ministry of Education, 2007, p. 30).

Gender issues are divisive. The Taliban's negative behavior towards women's development has left a legacy of fear and resistance.[33] In the education system, achieving gender parity in the recruitment of female teachers and female students remains a problem. Only 31 percent of teachers are female, and most are in urban areas, while nearly 37 percent of students are girls.

Insecurity strengthens differential gender access as the Taliban target girls and women, attacking girls' schools to indicate their strength and vehement opposition to women's participation in society. Gender will continue to be an important battleground in Afghanistan; female education needs to be carefully designed and delivered through community-negotiated programs in insecure areas or it will exacerbate conflict and fragility.

In many fragile contexts and developing countries, the urban/rural gap in educational access is another major division, linked to economic, governance, and security factors. Rural populations are generally poorer, less educated, and harder for the state to govern. Longer distances from home to school make rural areas more dangerous and less child-friendly than urban areas. Community and home-based education are successful ways of dealing with these problems.

3.6. The Environment

The climate in Afghanistan is harsh, ranging from extremely hot summers to freezing winters. Since only over 50 percent of schools have usable buildings, this probably has implications for the number of days spent in school, the ability to cover the curriculum adequately, and attendance rates.[34] This has a great bearing on the whole issue of quality teaching and learning.

Three decades of conflict, which in some provinces is still ongoing, has taken its environmental toll, triggering deforestation, desertification, soil degradation, and depletion of groundwater. Coupled with droughts and floods, these have had a negative impact on education and well-being in what is still largely an agriculture-dependent nation.

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[32] The MoE has developed language textbook for eight local languages (Baluch, Gujri, Nuristani, Pamiri-Shighni, Pamiri-Wakhi, Pashaee, Turkmen, and Uzbek), which will be taught in schools where the language is spoken.

[33] The website of the Revolutionary Afghan Women's Association, www.rawa.org, offers graphic evidence of the challenges and violence that organized feminist groups face.

[34] The 2007 Schools Survey (Ministry of Education 2008, p. 17) lists schools by climatic type: warm area, cold area and very cold area.

Use of large ammunition during the decades of war and conflict, uncontrolled urbanization, and forest degradation have caused severe effects such as air, earth, and water pollution with chemicals. These have had a negative impact on the current generation and will also have implications for future generations if not addressed. Environmental awareness-raising has become a priority issue and the education system and other relevant ministries responsible must take serious action. Otherwise, environmental restoration will require costs beyond the financial capacity of Afghanistan.

A UNICEF report on child malnutrition, aptly titled *My children are smaller than others* (Junko, 2005), found that 48 percent of Afghan children are stunted due to malnourishment. The World Food Programme (WFP) has been running a school-feeding program in cooperation with the MoE, which reached 1.4 million children in food-insecure districts. The current NESP includes research on the effect of school feeding. This is a salutary example of how education can reduce poverty and thus mitigate fragility.[35]

Drought can keep children out of school as work obligations (such as fetching water and animal fodder for the household) get higher priority. Earthquakes, mudslides, floods, epidemics, locust swarms, and forest fires also have a major impact on education. The GIRoA has an Office of Disaster Preparedness (UNDP, 2004), but the MoE does not yet have its own disaster preparedness plan (IRIN, 2008).

While the school system has the potential to introduce education to promote sustainable development, this is not currently a priority as other concerns, particularly security-related, are paramount.

3.7. Lessons Learned

Ensuring security is the most important factor in delivering education, but cannot be achieved solely by force of arms. Armed force is necessary, but dialogue is equally important. The fact that community and home-based education can function even in Taliban-controlled areas, given strong community support, indicates that security for education depends more on willpower than firepower. Since the security situation makes long-term planning more difficult, flexibility and pragmatism are needed, both in donors' funding mechanisms and within agencies.

Community and home-based education provided by NGOs and UNICEF, and increasingly by the government, is modest in scale but, nevertheless, important. They are long-term efforts – some agencies have been involved since the 1990s – and are locally anchored and owned. They can discreetly circumvent some access and gender constraints to education. Their completion rates are high and the small classes are an advantage for educational quality. Given Afghanistan's need for a stronger civil society, democratically run school management committees could help build the social capital that civil society needs to thrive.

The MoE needs to be in charge of coordinating (though not necessarily implementing) all education efforts. This would help to create ownership, build capacity, and strengthen the ministry's position vis-à-vis donors. Oxfam, while not uncritical of the MoE, supports this view and recommends that all education actors help to build the capacity of the ministry. IIEP-UNESCO's work with the MoE shows that long-term, capacity-building partnerships between institutions (not just individual consultants) can lead to sustainable technical self-reliance.

Disaster prevention should be integrated into the national education plan. In a country plagued by earthquakes, droughts, floods, blizzards, and other natural disasters, incorporating disaster risk reduction (DRR) into the national education strategic plan should be a priority for the MoE. This should follow the Hyogo Framework for Action, an international commitment to DRR resulting from the 2005 World Conference on Disaster Reduction (WCDR).[36]

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[35] However, it remains debatable whether school feeding is a good solution. It has been argued that school feeding creates dangerous dependency on the school-feeding provider, and that the children are left even more vulnerable when programs end.
[36] www.unisdr.org/eng/hfa/hfa.htm

3.8. Conclusion

One has no alternative but to look at the opportunities no matter how difficult at times the situation may appear. The MoE is well aware of the constraints and risks but, and possibly because of this, is even more determined to continue to expand education opportunities for all its citizens. The risk mitigation strategies are an integral part of the Interim Plan policies and priority programs.

4. Interim Plan Policies, Strategies, and Options

The education policies and strategies underpinning this Interim Plan (IP) are those articulated in the National Education Strategic Plan 2010-14. The general goals and targets for the IP are the internationally accepted Millennium Development Goals for education: Goal 1 (complete primary cycle) and Goal 2 (gender parity). The specific goals are the six major Education For All Goals (see Annex 1 for Afghanistan's status on EFA goals and targets). Given the particular circumstances of Afghanistan, the target date is set at 2020 for the achievement of the MDGs. A major policy development in 2010 has been the adoption of the policy on inclusive education. This not only recognizes the rights to education of all children of Afghanistan regardless of ethnicity or disability but provides concrete programs to make inclusive education a reality. While the IP will follow the general strategies outlined in NESP-2, specific attention will be placed on the following areas so as to ensure a more holistic approach to the program. The IP will therefore promote the following policy principles:

- Advocacy
  - o Advocate for the rights of all children to education, addressing particularly constraints to girls' education.
  - o Promote the national policy on inclusive education.

- Community-based approach
  - o Use the community negotiation approach to strengthen the school *shuras* (committees) to identify education goals, constraints, and opportunities.

- Security
  - o Introduce strategies that reduce insecurity within communities, supporting community school protection mechanisms.
  - o Develop schools as "safe havens" (ref. Minimum Standards).

- Capacity
  - o Strengthen the capacity of provincial and district education offices to deliver the program.
  - o Partnership with private sector and NGO partner as supplementary capacity for delivery of education services.

- Quality
  - o Focus on learning outcomes.
  - o Increase time-on-task (flexibility).
  - o Promote teacher accountability.

- Relevance
  - o Negotiate with *shuras* on locally relevant approaches (e.g. selection of teachers, inclusion of local content in the national curriculum, student behavior, etc.).

- Management
  - o Ensure efficient and timely delivery of inputs.

- Monitoring, reporting, and evaluation
  - o Use of simple tools.
  - o Use of participatory methods.

It is recognized that the MoE's ability to implement all the planned activities of the IP is limited and that arrangements will be made to work in partnership with the NGO network and private sector. However, as the MoE has the responsibility for the success of the IP, it will negotiate with the relevant NGOs on the principles stated above. A key concept underpinning the inclusive education policy is that of child-friendly schools – an essential element considering the tradition of physical punishment (often brutal) in schools.

5. Inclusive Education

Education has the power to unite or to divide. Any education system that excludes any member of its society sows the seed for future conflict. The Constitution of Afghanistan addresses this directly in its declaration of the right to education of all Afghans, irrespective of religion, ethnicity, or location. The Education Act specifically addresses the issue of exclusion:

Article 3: *The citizens of the Islamic Republic of Afghanistan have equal rights to education without any kind of discrimination.*

Article 15: *Education of children and adults who need special education and training and due to different reasons are left behind from education and training, shall be provided in different educational levels, in accordance with its related rules.*

Based on these principles, the MoE in recent years has developed a very comprehensive inclusive policy[37] articulated through strategies and programs.[38] The MoE has since adopted this program, which was developed with the help of UNESCO, as its official position on inclusive education.

The overall goal of the MoE's policy on inclusive education is:

To develop schools and support systems that reduce barriers to learning, development and participation for all children, with special focus on children most vulnerable to exclusion from and within the education system.

Exclusion in education is severe. Almost 42 percent of school-age children are not in school and nearly 15 percent of those enrolled do not attend. The MoE has made a compendium of vulnerable and excluded groups:

1. Children affected by conflict, war, and emergencies; internally displaced children; refugees; and returnees

2. Children affected by drugs

3. Children from ethnic, linguistic, social, and religious minorities

4. Children from poor economic backgrounds

5. Children in conflict with the law/incarcerated children

6. Children living far away from school/in villages where there are no schools

7. Children suffering from neglect, abandonment, and/or abuse – including orphans

8. Children with disabilities

9. Children who are over-aged

10. Girls

11. Nomadic (Kuchi) children

12. Street and working children.

While measuring marginalization is inherently difficult,[39] and even more so in the context of Afghanistan, the MoE has managed to collect considerable data on the extent of the various forms of exclusion.[40]

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[37] Inclusive education embraces the concept of child-friendly schools.
[38] Needs and Rights Assessment: Inclusive Education in Afghanistan, UNESCO, 2009.
[39] EFA GMR 2010: Reaching the Marginalized, page 9ff.
[40] See Part 2 and 3 of Needs and Rights Assessment.

A situation analysis of inclusive education in the same document addresses the following issues:

1. Conceptualization and Vision of Inclusive Education

2. Characteristics of an Inclusive School

3. Curriculum Issues

4. Assessment and Evaluation Systems

5. Teaching and Learning Processes

6. Adult Literacy

7. Teacher Training and Education

8. Support Systems for SNE

9. Education Programs for other Children Vulnerable to Exclusion and Marginalization.

The challenges are formidable, the main one being the low base of financial and human resources to implement the program. The MoE relies significantly on support from international and national NGOs, and it will take time before service delivery of all forms of inclusive education can be delivered by the state. However, there is very close collaboration between the various NGOs and the MoE: in 2008 the MoE established a Coordination Working Group on Inclusive Education (IECWG), which embraces all those working in the areas of exclusion.

While there are very strong contenders for limited government resources, inter-sectorally, (especially the high cost of security) as well intra-sectorally (basic and higher education), it is important that the MoE carries out strong advocacy activities to ensure financial support for inclusive education. This has a strong political dimension as well, as embracing all the people of Afghanistan for education provision is a powerful appeal for national unity.

A four-year program, The Road Map Towards Inclusion (2009), has been developed to address all of the above issues. The Ministry of Education has recently agreed on a common definition for inclusive and child-friendly education for Afghanistan to ensure a systematic implementation of the Road Map:

An inclusive and child-friendly education system ensures that all children have equal access to quality education regardless of their gender, age, abilities, disabilities/impairments, health conditions, circumstances, as well as socio-economic, religious, ethnic, and language backgrounds.

This initiative was further strengthened when key government and non-government stakeholders adopted the *Afghanistan Declaration on Inclusive and Child-Friendly Education* in October 2010.

6. Gender

6.1. Background

Afghan women are among the worst off in the world not only in terms of education and literacy, but also by measures of health, poverty, deprivation of rights, protection against violence, and public participation. Deprivation in each of these areas is interrelated and all must be addressed in order to see meaningful improvement in any one area. Since 1380 (2001/02), Afghanistan has made substantial progress in advancing the situation of women. Women represented 44 percent of the voters registered for the recent presidential elections and school enrollment rates for girls have risen significantly. Currently, 37 percent of enrolled students are girls (now at 2.4 million girls), compared to enrollment seven years ago, which saw almost no girls in class attendance. Nonetheless, Afghan women still have one of the lowest indicators in the world according to the Gender Development Index, which combines life expectancy, educational achievements, and standard of living. Gender gaps in health, education, access to and control over resources, economic opportunities, justice, and political participation remain pervasive. The MoE, through this strategy and in coordination with other ministries and the international community, is at the forefront of the battle towards greater gender equity.

6.2. Structural Constraints

Obstacles to education for girls and women include the distance of schools from residences, lack of transportation, restrictions on girls' mobility, a shortage of schools for girls, poverty, male preference, and lack of security. The widespread custom of marrying girls at an early age has also served as an obstacle to girls' education. The lack of female teachers and the requirement of gender segregation, particularly in rural areas, remains a major obstacle towards expanding girls' education. Despite these obstacles, demand by parents for education of their daughters has increased rapidly.

Cultural, social, and religious sensitivities relating to gender issue contribute to lack of education and resistance to reforms. Gender relations often have to be viewed in the context of traditional Afghan culture, which is rooted in a code of honor, symbolized by the behavior of women. While this manifests in great respect for women and recognition of their rights and status in Islam, it can also lead to deep repression and confinement to home life. Especially in rural areas, girls are primarily taught to become good mothers and housewives, and the education of female children is generally of lesser importance. Most Afghan women fear being marginalized from their primary social unit – the family unit; thus social and family pressure often succeeds in deterring women from seeking higher education. Additionally, in rural areas, girls are still considered of marriageable age at puberty (a practice that violates the prohibition against child marriage as articulated under Article 16.2 of The Convention on the Elimination of Discrimination Against Women (CEDAW)).

Lack of education is one factor restricting participation of women in the economy. Extremely low literacy rates among women are of particular concern. Due to the lack of education, particularly post-elementary education, women lack the skills and experience required for many occupations, a hindrance further compounded by their restricted mobility. Women often receive significantly less pay than their male counterparts. Women's contributions to the economy are mainly non-monetized and they rarely have control over their income or what they produce.

The Constitution guarantees gender equality and equal access to education, but widespread inequalities persist. Women lack legal awareness and the majority of Afghan women do not effectively enjoy the constitutionally guaranteed equal protection under the law. Girls still comprise less than half of children attending school. Violence against women is pervasive, including forced marriage, child marriage, trafficking, immolation, and physical violence, all of which violate CEDAW and are factors resulting in the low participation of girls in national education.

The government lacks the capacity to mainstream gender. Government agencies concerned with gender issues lack awareness of the importance of a gender-responsive approach towards policy making. They have insufficient institutional, management, and human resource capacities to

mainstream gender into all aspects of their work. There is no accountability mechanism to evaluate performance on gender issues. Additionally, political will to accelerate reforms is often absent.

6.3. Legislative Framework

The Constitution commits the GIRoA (Article 44) to: "*Devise and implement effective programs for balancing and promoting of education for women.*" The GIRoA has since become a signatory to CEDAW, which further seeks to provide women with constitutional guarantees of non-discrimination and equal access to education.[41] Articles 10a and 10b require signatories to provide "*appropriate measures to eliminate discrimination against women in order to ensure to them equal rights with men in the field of education.*" In coordination with the Ministry of Women's Affairs, the legislative underpinnings of female equity and access to education are strengthening each passing year. However, Afghanistan still struggles with the longtime legacy of social and political exclusion of women. This imbalance constitutes Afghanistan's largest obstacle to the critical goals of social integration and equity. Gender-responsive development will improve the literacy and education rates of women, which will in turn contribute to the reconstruction of the country, economic growth, and poverty reduction to further the larger aims of the Afghanistan National Development Strategy (ANDS).

6.4. Strategic Gender Objective and Targets[42]

The GIRoA's goal is to eliminate discrimination against women, develop their human capital, and ensure their leadership in order to guarantee their full and equal participation in all aspects of life. In support of this objective, the MoE, by 2014, aims to: (a) close the gender gap in education, (b) provide and enforce universal access to primary education for girls, (c) increase the number of female teachers by 50 percent to reflect the social demographic by gender, (d) increase female enrollment to 60 percent, (e) have facilities for girls' education in 75 percent of schools, (f) significantly reduce gender disparities by province, and (g) achieve significant improvement in female literacy from 15 percent in 1389 (2010) to 43 percent in 1393 (2014).

6.5. NESP-2 Gender Strategy

Gender targets are to be achieved through: (a) attaining the constitutional mandate of equal access to education regardless of gender; (b) institutional development of the MoE from a gender perspective; (c) mainstreaming gender principles and practices across all five national programs, sub-programs, and components; (d) promoting gender equality (GE) and the protection of girls'/women's rights with clearly defined benchmarks and measurable indicators; and (e) a strong national communications strategy with messaging targeted to women and men, civil servants, legislators, and national media. A communications strategy on girls' education is also being developed as part of the Afghanistan Girls' Education Initiative (AGEI).

The MoE, in meeting the GIRoA's 10-year National Plan of Action for Women to support gender mainstreaming and in close partnership with the Ministry of Women's Affairs (MoWA), will put in place an accountability mechanism for gender assessment and reporting on gender equality in education, with particular emphasis on gender-related MDGs and targets. A gender cell will be established. More female staff will be recruited including in decision-making positions. Staff capacity in the central MoE as well as provincial and district departments will be developed, and school *shura* training will include topics on the gender dimension of education and gender-sensitive strategies to promote girls and women's participation in education. Special attention will be paid to developing and utilizing tools that facilitate gender mainstreaming in the MoE, such as gender-responsive budgeting, gender analysis of policies and strategies, gender-responsive planning including setting gender-equality objectives and indicators, and

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[41] Afghanistan acceded to CEDAW on March 5, 2003.
[42] The Ministry of Women's Affairs (MoWA) has overall responsibility for leading and coordinating government efforts to advance the role of women. MoWA's mandate is to ensure that policies and programs are reviewed from a gender perspective. To mainstream gender into statistical work, the government has also established an informal inter-ministerial Working Group on Gender and Statistics.

integrating goals that promote gender equality in staff performance (especially at management levels). The MoE will actively engage the HRDB taskforce on Gender Mainstreaming and Afghanistan Girls Education Initiative (AGEI) in providing advice and support in the integration of GE into planning and implementation.

National gender sensitivity campaigns are to be developed in coordination with the MoWA, international cooperation partners, the *ulema* (spiritual leaders), media, and civil society, focusing on the importance of girls' education, combating violence against women and poverty, and highlighting the negative impact of early marriage. The MoE will focus on increasing both enrollment and retention rates, through closing the gender gap in female teachers and social messaging, while also enhancing access and addressing various elements of gender and social exclusion.

7. The Interim Plan – Priority Activities

7.1. Strategic Options

The Interim Plan has a strong human resource development thrust. Its components are derived from the NESP-2 and the National Priority Programs that were prepared by the Human Resource Development Cluster – a cross-sectoral group that stresses the inter-sectoral nature of human resource development: health, education, training, and employment.

From a human resource perspective, the cluster analyses the situation as follows:

> Despite significant improvements over the past nine years, human resource development in Afghanistan continues to face a number of challenges. One of the most significant is the skills gap between labor supply and market demands. Despite a wide range of educational initiatives, including formal and informal education, literacy programs, technical and vocational skills-building programs, neither recent graduates nor the labor force as a whole are meeting the skill demands of the market. According to recent estimates, 35% of Afghans are not employed (2008 est.) This has perpetuated a continued reliance on international aid and dependency on foreign labor. Further challenges to human resource development pertain to equity, quality and access to educational initiatives, issues that are particularly acute for girls and women. Gender disparities exist across all sectors, but they are most evident in education and health where few service providers and service beneficiaries are female. Of the estimated 42% of Afghanistan's school-aged population who do not have access to basic education, the majority (approximately 70%) are girls. Educational gender disparities are even greater in the poorest, less secure and remote areas. The issues of access, relevance, and quality also extend to higher education, where opportunities for enrollment are severely constrained and formal educational offerings are few. Not surprisingly, universities are unable to provide the quality or quantity of professionals needed for the labor market, particularly in the management and technical fields where demands are critical. Finally, the energy, ideas, initiatives and market savvy of the private sector remain largely untapped in the development of labor-driven human resources, which in part, contributes to the wide skills gap and the high unemployment rate. (HRDC, July 2010.)

In determining how to achieve the national education goals – as articulated through the NRSPII Programs – it is necessary to analyze the constraints and opportunities that operate in the current situation in Afghanistan. This is done broadly through the Risks, Constraints, and Opportunities chapter in this plan.

In this section, we justify the selection of the components for the Interim Plan (IP), stressing their linkages with NESP-2 and in particular the "do-ability" of the activities within the implementation capacity (human and financial) of the MoE and its partners.

The proposed activities in the IP help lay a strong foundation for a robust education system capable of expanding and meeting the education needs of Afghan children, while also addressing the long-term human resource development needs of Afghanistan. The activities proposed address priorities such as expanding access and reducing regional and gender disparities, enhancing the quality of education, and improving infrastructure. Given the resource constraints, the IP/NESP low-case scenario targets have been significantly reduced to ensure that the planned targets are fully funded and implemented within the three-year timeframe.

As the partners have been extensively involved in the preparation and appraisal of the IP, one of its major advantages will be that most donors will align their programs to the IP and/or will provide on-budget funds.[43] This is critical as a successful IP will help persuade those donors who are neither on-plan nor on-budget to work within the system instead of parallel to it. This is an important step towards moving to a SWAP situation.

The IP activities generally follow the MoE/NESP-2 structure:

Program 1: General Education and Islamic Education (with a focus on deprived areas)
Program 2: Curriculum Development, Teacher and Science and Technology Education
Program 3: Quality Improvement of TVET

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[43] Many donors are currently working with MoE to increase their level of on budget support (for example, CIDA, Denmark, USAID).

Program 4: Literacy
Program 5: Education Governance and Administration.

From these, the MoE has selected the following activities, which it believes can be accomplished during the three-year IP period:

Table 12: Key Activities

NESP-2 and Interim Plan Program Structure	Interim Plan Key Result Area	Strategic Objectives	Key Activities
1. General and Islamic Education	Increase access to general education	Increase enrollment in primary and secondary education with a focus on rural areas and girls	Establish new schools (mainly in rural areas)
			Upgrade primary schools to lower secondary
			Upgrade lower secondary schools to upper secondary schools (at least one for girls in each rural district)
			At least one girls' secondary school in rural districts staffed with average six qualified female teachers (with a spouse)
			Establish community-based schools (CBS) and accelerated learning centers for children who have been excluded from normal schooling
		Providing access for Kuchi children	Establish schools for Kuchi children
		Provide suitable environments for students, in particular girls	Construct classes
			Construct boundary walls
			Construct latrines (six cabinets)
			Construct drinking-water wells
	Improve quality and access for teachers and students and improve monitoring system	Provide distance education program	Equip and strengthen distance education directorate and education radio and television
			Conduct 18-hour broadcasting programs with close coordination with other programs
		Improve academic supervision	Develop and revise a new monitoring system for general education
		Improve management and coordination and community participation	Review and revise general education structure, policies, procedures, and guidelines
			Establish and train school councils
			Provide quality improvement grant for general and Islamic education schools
			Develop community mobilization capacity (recruit TA)
	Strengthen Islamic education	Increase access and enrollment	Establish new Islamic schools
			Establish new *Dar-ul-Huffaz*
			Establish new *Dar-ul-Ulums* for females in 24 provinces
		Provide suitable environment for Islamic students	Construct classes
			Construct latrines (six cabinets)
			Construct drinking-water wells
		Improve academic supervision	Develop an academic supervision system for Islamic education
2.Curriculum and Teacher Education	Strengthen quality of education	Improve quality of general and Islamic education	Conduct research on curriculum (including a gender audit)
			Assess curriculum implementation
			Revise curriculum and syllabi for general and Islamic education
			Revise general and Islamic education textbooks and teacher guides and make them more gender sensitive
			Develop language textbooks for third official languages
			Print and distribute textbooks and teacher guides for general schools
			Print and distribute textbooks and teacher guides for Islamic

NESP-2 and Interim Plan Program Structure	Interim Plan Key Result Area	Strategic Objectives	Key Activities
			schools
			Equip schools with libraries
			Print and distribute learning aid material
		Develop and implement student achievement-assessment system	Develop and revise standards and system for students' learning achievement
			Revise regular examination system
			Conduct national learning assessment test
		Develop capacity	Establish scholarships for staff for MA degree
			Train master trainers and academic supervisors on new curriculum
		Improve teacher qualification	Train pre-service and in-service
			Train teachers in INSET-1
			Train teachers in INSET-2
			Train school administrators
		Provided suitable environment for teacher training	Construct complexes for teacher training colleges (TTCs)
			Construct dormitories and cafeteria for TTCs
		Incentive for students and instructors	Regional incentives for instructors
			Incentives for female students
		Development of curriculum and textbooks for teachers	Develop and revise textbooks for TTC
			Print and distribute textbooks for TTC
			Develop training material for INSET 1-4
		Improve quality and management of teacher education	Develop TTC accreditation system
			Develop standard test for TTC students
			Analyze test results and record in database
		Improve quality of education	Construct national science and technology centers
		Equip schools with science laboratories and kits	Purchase laboratories for biology, chemistry, and physics for general schools
			Provide science kits for general schools
		Training of lab technicians and science teachers	Train lab technicians
			Train science teachers
3. TVET	Improve access to and quality of TVET	Increase access and enrollment	Increase the number of TVET regional institutes
			Increase the number of TVET provincial schools
			Establish new TVET district schools
		Provided suitable environment for TVET	Construct complexes for TVET
			Construct TVET schools at the district level
			Renovate TVET complexes
			Construct of dormitories and cafeterias for TVET schools
		Development and revision of curriculum	Develop and revise textbooks for different fields based on the market needs assessment
			Print textbooks for different fields
		Increase qualification of teachers	Train teachers (in country)
		Improve academic supervision	Revise the system for the supervision of TVET schools
		Improve management and coordination	Revise all policies, regulations, and guidelines of TVET with an aim to develop a coherent national TVET system
4. Literacy	Increase	Increase access and	Establish community learning centers (CLCs)

NESP-2 and Interim Plan Program Structure	Interim Plan Key Result Area	Strategic Objectives	Key Activities
	literacy levels	enrollment particularly for women	Establish outreach literacy courses throughout the country with a focus on women
			Vocational training equipment and material for courses
		Construction of community learning centers (CLCs)	Construction of CLCs
		Materials development	Print and distribute textbooks for literacy and skills and teacher guides (target-group oriented)
		Training of literacy teachers and supervisors	Literacy teacher education
			Training of literacy supervisors
		Improve management and coordination	Establish the High Literacy Commission
			Revise policies, regulations, bylaws, and guidelines of the literacy program and implement institutional reform
5. Education Management, Administration, and Governance	Improve education governance and administration	Human resources	Structural reform and implementation of new *Tashkeel* organized with public administration reform (gender sensitized)
			Capacity-development institute
		Finance	Develop BPET system in the center and provinces
			Implement AFMIS system in center and provinces
		Procurement	Developing database for recording all contracts and procurements
		ICT (information and communication technology)	Equip all education administrations with IT facilities (telephone, internet, etc.) and design internal infrastructure
		Support construction of education infrastructure	Establish and support engineering team to design schools and education foundations
			Supporting monitoring and maintenance teams at the provincial level
		Improve policy and quality of education	Develop and support the MoE academic council to coordinate/support education policy development
			Develop annual national and provincial operational plans with specific targets for girls' education
		EMIS	Develop mechanisms to report on implementation progress at central and provincial levels (gender segregation information)
			Develop and implement an integrated monitoring and evaluation system (gender segregation analysis)
		Grants Management Unit	Develop a database and procedures for projects funded, implemented, and monitored through external development budget

Source: MoE, 2010

8. Financing the Interim Program

Achieving the educational goals of the NESP by 1393 (2014) and addressing the challenge presented by the Millennium Development Goals and Education For All will be costly. The pressure created by the number of students already in the system and our shared objective to increase the quality and relevance of their education is greater now than it was five years ago. Demand from the community has outstripped supply, and the future demands from current students require significant additional investments. The MoE must accommodate the new entrants, build new schools, recruit and train additional (and current) teachers to higher standards of knowledge and skills, and simultaneously manage short-term changes that will have long-lasting impact. Improving the quality of teaching is not possible without proper remuneration to attract and retain qualified teachers and staff. In addition, implementation of the new government-wide pay and grade system will have huge cost implications. The Interim Plan (IP) costing is built on the low/base-case scenario of NESP-2.

The total financing requirement for the period 1390-1392 (2011-2014) is US$3,255 million, of which US$1,423 million constitutes development budget and US$1,832 million is for annual operating costs.

8.1. Costing

Development Budget

The government of Afghanistan is not in a position to cover the cost of education through the ordinary budget due to lack of internal resources. Donors' contributions to education are preconditions for success in achieving the IP objectives and MDG and EFA goals. The major cost items calculated for the development budget include construction of education institutions/schools, technical assistance in the form of TA staff and consultancy services, and other program costs of a developmental type (for example, in-service teacher education, community-based education, printing and distribution of textbooks, etc.) that cannot be covered through the ordinary budget at this stage. The development budget includes both funding that will be disbursed through Ministry of Finance and externally managed projects by donors.

Table 13: IP Costing 1390-1392 (2011-2013) – Development Budget

S No	Interim Plan Programs	Development Cost in US$ million				
		1390	1391	1392	Total	%
1	General Education	225.7	261.0	286.9	773.5	54.4%
1.1	General Education	209.9	243.5	267.6	721.1	50.7%
1.2	Islamic Education	15.7	17.4	19.3	52.4	3.7%
2	Curriculum and Teacher Education	104.0	127.3	153.7	385.1	27.1%
2.1	Curriculum Development	45.5	57.3	83.7	186.5	13.1%
2.2	Teacher Education	46.6	63.3	63.0	173.0	12.2%
2.3	Science and Technology Education	11.9	6.7	7.0	25.6	1.8%
3	TVET	16.1	21.8	25.3	63.2	4.4%
4	Literacy	32.4	37.6	43.3	113.3	8.0%
5	Education Governance and Administration	25.5	31.3	30.6	87.4	6.1%
	Grand Total	403.7	479.0	539.8	1,422.4	100%

Source: MoE, 2010.

Out of the total development budget, 54.4 percent is directed at general and Islamic education, 27.1 percent to curriculum development and teacher education, 4.4 percent to TVET, 8 percent to literacy, and 6.1 percent to education sector governance (including capacity building to improve the management capacity of the MoE). (See Figure 14.)

Table 14: IP Costing 1390-1392 (2011-2013) – Operating Budget

S No	Interim Plan Programs	Operating Cost in US$ million				%
		1390	1391	1392	Total	
1	General Education	511.7	555.8	596.4	1,664.0	90.8%
2	Curriculum and Teacher Education	14.6	15.5	16.7	46.9	2.6%
3	TVET	10.5	12.2	14.5	37.3	2.0%
4	Literacy	12.6	14.0	15.4	42.1	2.3%
5	Education Governance and Administration	12.2	14.1	15.7	41.9	2.3%
	Grand Total	561.7	611.7	658.7	1,832.1	100.0%

Note: the dollar exchange rate to Afghani at the time of preparation of the budget was US$1=50 AFN.

Source: MoE, 2010.

Figure 14: Development Cost Percentage by Program
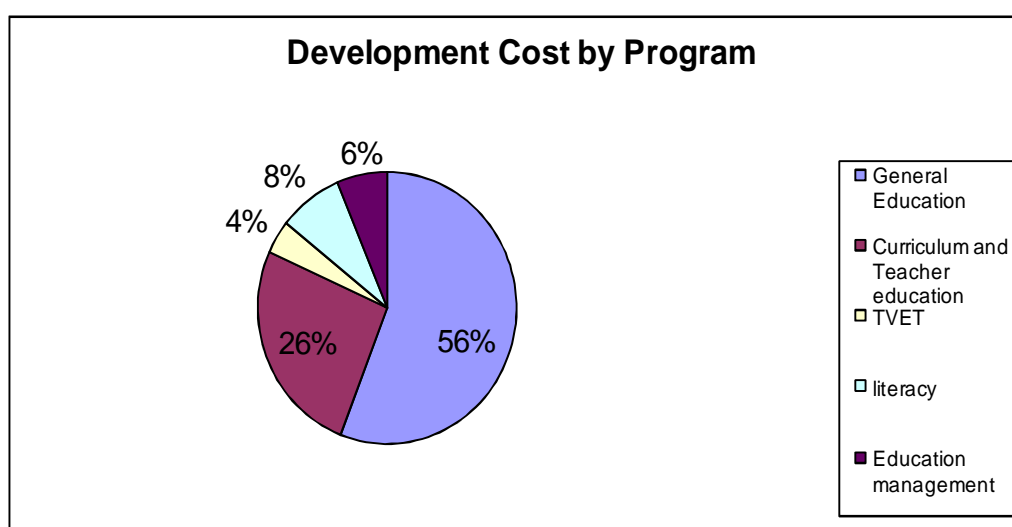
Source: MoE, 2010.

Operating Budget

The operating budget mainly includes staff salaries and benefits, planned recruitment of new teaching and non-teaching staff, and non-salary operating costs.

The calculation of the base salary is made by multiplying the number of existing staff in 1388 (2009) and the average pre-pay and grade salary rate for each category of staff (teachers, officers, support staff). Increase in salaries due to pay and grade is calculated separately. The existing staff will be covered under pay and grade in four years 1388-1391 (2009-2012). Based on the increase in student enrollment and student-teacher ratio, more than 36,692 new staff will be recruited in the coming three years. The cost of recruitment of new staff is calculated separately based on the new pay and grade system.

An increase in the ratio of non-salary costs (budget lines 22 and 25) is proposed to allow for supply of sufficient teaching and learning material to schools/students, maintenance and repair of buildings constructed through development budget, and covering the per diem and traveling costs to improve supervision and monitoring.

The proposed option will have a number of comparative advantages. The execution rate of the operating budget has been successful as the civil servants managing the program and finances are familiar with the government ordinary budget system. In addition, this will pave the way for integration of the operating and development budget in the future.

Out of the total operating budget, 91 percent is allocated to the General Education program. Although the share of non-salaries costs is increasing from 11.2 percent of operating costs in 1390 (2011) to 12.8 percent in 1392 (2013), teacher salaries remain the major annual operating cost (87.2%).

8.2. Financing

Tables 15 and 16 shows the estimated financing requirement to implement the Interim Plan, including the annual operating expenses. It is presented on a program basis, consistent with the ministry's participation in the program budget principles. The total financing requirement for the period 1390-1392 (2011-2014) is US$3,255 million, of which US$1,423 million is required through development budget channels and US$1,832 million for annual operating costs.

Table 15: Planned Recruitment of New Staff

Summary	1387 (2008) Actual	1388 (2009) Actual	1389 (2010) Projected	1390 (2011) Estimate	1391 (2012) Estimate	1392 (2013) Estimate	Total 1390-1392 (2011-2013)
Teachers			12,077	11,690	11,618	11,841	35,149
Officers			812	536	538	540	1,614
Support Staff			1,581	728	597	604	1,929
Total New Recruitment	12,500	12,500	14,470	12,954	12,753	12,985	36,692

Source: MoE, 2010. Table 16: Proposed Salary and Non-salary Cost Ratios

Summary Costing	1389 (2010) Projected	1390 (2011) Estimate	1391 (2012) Estimate	1392 (2013) Estimate
Operating (Recurrent) Expenditures				
Wages and Salaries (21)	89.7%	88.8%	88.0%	87.2%
Goods and Services (22)	9.9%	10.7%	11.4%	12.2%
Purchase of Assets (25)	0.4%	0.5%	0.6%	0.6%
Sub-Total Budget Ratio Operating	100%	100%	100%	100%

Source: MoE, 2010.

The MTFF has a provision of US$360 million each year for the years 1390-1392. This is equal to the allocated budget to the MoE in 1389 (excluding the increase in salaries due to pay and grade and additional staff recruitment, which will be paid from a special account as top-up to the allocated budget). MTFF also includes reserve fund accounts (US$650, US$744, and US$790 million for 1390, 1391, and 1392 respectively), which will be used to cover unforeseen costs. The MoE and local donors will discuss the additional funding requirement with the MoF.

Information on donor funding for the upcoming three years is not clearly available as decisions are made on an annual basis and donors also change their course of funding based on their own government priorities. Based on past experience, the MoE has made the following estimate of donor funding that may be available in support of education.

Table 17: Donor Funding Commitment Through Core Development and External Budget for 2011-2013

All Five Programs	USD millions (US$ '000,000')				
Program/year	1389 (2010) Estimate	1390 (2011) Estimate	1391 (2012) Estimate	1392 (2013) Estimate	Total 1390-1392 (2011-2013)
Core Development Budget (estimate)	184	180	170	170	520
External Budget (estimate)	250	250	250	250	750
Sub-total	434	430	420	420	1,270

Source: MoE, 2010.

The total development budget required is US$1,422.4 million, while the estimated funds available are US$1,270 million, leaving a development budget gap of US$153 million over three years. A further US$641 million may be required in the form of international assistance to fill the shortfall (35 percent) in the operating budget.

The IP key activities are prioritized in three categories of 1-high, 2-medium, and 3-low for funding. This will allow the MoE and its partners to make decisions on funding allocation especially when the available resources are less than the total projected budget for the year. In such cases, the MoE and its partners will make a joint decision to allocate funding for high priority activities first and then cover medium and low priority activities. Table 18 shows the cost of activities in each category.

Table 18: Costing of Activities in Each Priority Category for funding

| S No | Interim Plan Programs | Development Cost in million US$ For Activities with Priority 1-3 | | | |
		Priority 1	Priority 2	Priority 3	Total
1	General Education	637.6	106.0	29.9	773.5
1.1	General Education	616.4	77.7	27.0	721.1
1.2	Islamic Education	21.3	28.2	2.9	52.4
2	Curriculum and Teacher Education	304.8	48.0	32.2	385.1
2.1	Curriculum Development	173.2	9.4	4.0	186.5
2.2	Teacher Education	107.8	36.9	28.3	173.0
2.3	Science and Technology Education	23.8	1.7	-	25.6
3	TVET	47.9	11.5	3.9	63.2
4	Literacy	109.4	1.9	2.0	113.3
5	Education Governance and Administration	77.5	9.9	-	87.4
	Grand Total	1,177.1	177.4	68.0	1,422.4

Source: MoE, 2010.

9. Implementation, Monitoring, and Evaluation

9.1. Implementation

It is evident that the MoE can achieve its objectives contained in this strategic plan if the activities are duly implemented, the progress of the ministry towards achieving the objectives is regularly measured, and the problems and challenges are identified and addressed.

The implementation, monitoring, and evaluation of the Interim Plan (IP) will be exactly the same as for NESP-2, as the activities of the IP are in essence NESP-2 priorities.

However, the MoE will also report separately to the FTI through the FTI supervising entity (SE), which will be a donor selected by the major education stakeholders in Afghanistan. The SE will write semi-annual reports on the performance of the IP. These reports can be an integral part of NESP-2 reporting.

Implementation Structure and Responsibilities

NESP-2/IP provides a clear structure for programs and program implementation at the national and provincial levels. The five national programs (and nine sub-programs) with clearly specified objectives and targets related to the planned main activities are clearly linked. If fully funded and implemented, they will achieve the overall education objectives at the national and provincial levels. The Interim Plan activities are priorities from within the national programs.

Through implementation of priority administrative reform, the ministry structure has been revised to meet the program implementation requirements, prevent duplication, and improve coordination at the national and provincial levels. The IP program design corresponds to the revised structure of the MoE. Under the leadership of the Minister of Education, there are five deputy ministers,[44] each leading one of the priority programs. Under each deputy minister there are three to eight directorates, each responsible for a sub-program/component(s) and its related main activities. At the provincial level, under the direction of the provincial education director, there are five senior managers,[45] each responsible for the implementation of a priority program at the provincial and district level. The schools are responsible for actual delivery of education with close involvement of school *shuras*.

Non-governmental organizations will be encouraged to participate in the implementation of NESP-2 program activities within the legal framework and only after approval of the Ministry of Education through signed cooperative agreements. Private sector organizations/companies will be encouraged to participate in education services delivery within approved rules and regulations and through contracts awarded for specific services.[46]

Annual Operational Plans and Budget

The interim plan will be translated into annual national and provincial operational plans and budgets with clear annual targets for each priority program with special considerations to address gender and rural disparities. These plans will be developed through participatory processes involving the heads of provincial and district education departments as well as the central departments. They will be responsible for setting annual targets and defining the specific activities of each program for the year including measures and approaches to address rural disparities and promotion of girls' education. The Department of Planning and Evaluation will provide training and capacity building, as well as the frameworks, formats, and other necessary guidelines to support the planning process. The annual operational plans and budgets will be shared with education partners through HRDB before submission to the Ministry of Finance. After budget appropriation/approval by the Ministry of Finance, the national

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[44] General and Islamic education, curriculum and teacher education, technical and vocational education, literacy, and administration and finance deputy ministers.

[45] Senior managers for general and Islamic education, the director of teacher training colleges, senior manager of TVET, senior manager for literacy, and senior administration and finance manager.

[46] For example: running private schools, supply of goods and services, and school construction.

and provincial operational plans will be revised according to the allocated budget, and after approval of the minister, will be communicated to the program authorities in the center and provincial education departments.

Program Activity Implementation

The first step in successful implementation of the IP is proper understanding of the plan and resources available for its implementation. The Department of Planning and Evaluation will prepare and print the IP in local languages and organize orientation trainings for priority program and component directors at national and provincial levels. Through a cascade system, all ministry staff will be oriented to the IP. Once annual operational plans are developed, similar trainings will be organized each year to ensure that all departments and staff members have clearly understood the tasks assigned to them.

To strengthen effective implementation of the interim plan and operational plans, more authority will be delegated to provincial and district education offices and, at the same time, the monitoring capacity of the central administration will be strengthened. The more the implementers are involved in decision-making, the more responsible they will feel and the more effort they will make to solve problems.

The most important factor with regard to plan implementation is strengthening delivery capacity at central, provincial, district, and school levels. The Ministry of Education will recruit and deploy technical assistance to improve the systems, adequately staff provincial and district education offices, and train civil servants and school managers in relevant disciplines. Special attention will be focused on improvement of financial management, procurement, and logistics systems at the national and provincial levels by deploying qualified staff and computerized systems to increase effectiveness and efficiency.

Optimal utilization of the capacities of the Afghan private sector and non-governmental organizations is an important factor for successful implementation of the IP. The Ministry of Education will encourage donors to develop and utilize local capacities and institutions for implementation of projects funded through the external development budget. The Ministry of Education will endorse funding foreign organizations and companies as implementing partners only in exceptional cases when critical technical expertise is not available locally. The Ministry of Education will also use the Afghan private sector and non-governmental organizations for service delivery through contract awards from the core budget.

To effectively implement the IP, coordination among different departments of the ministry and between the ministry and its partners at central and provincial levels will increase through joint meetings. Internal program coordination meetings will be organized within each program and across programs on a weekly basis both at central ministry and provincial levels. The teacher education program and the technical and vocational education program will also implement their programs in coordination with the Ministry of Higher Education and the Ministry of Labor and Social Affairs, and other independent departments active in the education sector. Monthly and quarterly program coordination meetings will be organized with relevant stakeholders.

Risks and Risk Mitigation

Security in some of the provinces will negatively affect implementation of the program and children's access to the formal education system. The Ministry of Education will continue to establish and strengthen school support *shuras*, engage communities in school protection, support community-based education, and support education in emergencies in order to ensure children have access to education.

Political instability in general and frequent changes in the leadership of the ministry may have negative effects on governance and on implementation of the plan. Strengthening the ministry's systems and capacities will help mitigate the negative effects associated with these risks.

The social context in some communities, particularly in the south, may undermine girls' enrollment and retention, particularly in the secondary grades, mainly due to the lack of female teachers. Campaigns for girls' education, awareness-raising through local and religious leaders about the importance of girls'

education, and relocation of female teachers to rural schools are strategies that will be considered to mitigate these risks. The MoE will regularly consult with civil society organizations, parents, and local *shuras* on delivery of education services to instill a sense of trust and confidence in the government's ability to deliver. The MoE is already providing school improvement grants to communities and establishing school management committees to foster community participation in school decision making.

Economic conditions may force some poor families to gain economic benefits from their children's labor, which will prevent those children from attending school. The Ministry of Education will campaign for child rights, and with partners' support provide stationery and food for education to encourage poor families to send their children to school. Accelerated learning classes and provision of dormitory facilities will also encourage enrollment of children.

Availability and willingness of qualified human resources to teach in rural areas may hamper provision of education services. The ministry will work with the Civil Service Commission and the Ministry of Finance to provide, in addition to increased salaries, regional allowances, hazard pay, and special incentives to female teachers.

Government budget constraints and the unpredictability of external funding will have a negative impact on access to and quality of education. Through HRDB, the Ministry of Education will lobby within Parliament and will encourage donors and the MoF to provide adequate resources to education and prioritized activities.

Table 19: Risks, Levels and Countermeasures for NESP-2

Risks	Risk Factors	Level	Countermeasure
Political	Political instability, electoral uncertainty, rivalry.	High/ Medium	Policy and system strengthening.
Insecurity	Insecurity and instability undermines service delivery outreach and quality delivery.	High	Close coordination with security forces (national and international) to coordinate gains in stabilization with service provision. Involve community in school management and protection, develop, and implement security awareness measures, and report incidents.
Policy	Weak policy compliance particularly in the provinces.	Medium	Mandatory approaches, regulatory, and standards enforcement.
Fiscal Management	Fiscal constraints undermine service outreach and quality.	Medium	The NESP established MTFF/MTEF and scenario-based resourcing planning and prioritization – FTI gap financing.
Access	Insecurity, lack of human resources, and infrastructure.	Medium	Strong drive in teacher staffing and capital investment in infrastructure. Promote private sector investment.
Quality	Revenue constraints and decreasing donor commitment limit gains in quality education.	Medium	Strong justification through costed MTEF and results framework to justify expanding core and external budget resources and teacher training.
Absorption Capacity	Underperformance in core development budget spending.	Medium	Strong focus on procurement, budget formulation, and execution framework.
Implementation Timing	Timing of the budget, procurement, winter, and other factors limit expeditious execution.	Medium	Results and activities set within MTEF and core execution capacities under continuous development. Start mobilization two months before beginning new fiscal year.
Decentralization	Decentralized decision making does not reflect actual provincial and district capacities.	Medium	Development of costed shared-services model, functional reform, and restructuring to decision-making units.
Provincial Equity	Lack of provincial equity in funding and service delivery.	Medium/ Low	Development of formula-based resource allocation based on codified criteria.
Gender	Significant gender disparity in access and teachers' gender balance.	High	Gender Strategy Mainstreamed across all National Programs, Gender Unit established, and indicators/benchmarks developed and monitored.
Corruption	Risk of petty corruption, particularly at the sub-national levels and in insecure provinces.	Low/ Medium	Strong drive on civil servant ethics, PFM reforms, EMIS, AFMIS, and progressive automation (including back transfers) and expenditure tracking, counter corruption measures.
Donor Coordination	Risk of projectization, weak prioritization, duplication, and/or non-harmonization/alignment.	Low	Strengthen execution of Paris Declaration Principles, strengthen alignment with MTEF priorities, HRDB to enforce.
Sustainability	Risks of continued significant external budget flows .	Medium	Adoption of MoE MTFF/MTEF.
Results Evaluation	Output to purpose level performance weak, M&E capacities need strengthening.	Low	Results and performance-based monitoring systems established within results framework.

9.2. Monitoring

Monitoring of activities and evaluation of results are integral parts of all phases of the planning and implementation processes for core education and development programs and projects. They have separate but complementary roles.

Monitoring is a continuous function that uses the systematic collection of data on specified indicators to provide management and the main stakeholders of an ongoing development intervention with indications of the extent of progress and achievement of objectives, and progress in the use of allocated funds. The MoE's EMIS will be further developed and expanded to the provincial level as a key tool for

monitoring progress against planned annual targets. EMIS will record key education indicators and produce analytical reports to monitor progress, including improvements in girls' enrollment and retention rate, reduction in gender and rural disparities, and improvements in students' learning achievements.

Evaluation is the systematic and objective assessment of an ongoing or completed project, program, or policy, including its design, implementation, and results. The aim is to determine the relevance and fulfillment of objectives, development efficiency, effectiveness, impact, and sustainability. An evaluation should provide information that is credible and useful, enabling the incorporation of lessons learned into the decision-making process. EMIS data/reports will form the base for evaluation.

Overall IP monitoring will consist of three broad elements:

1. Monitoring of progress against targets, by compilation of periodic and annual progress reports with information on the performance of each program towards defined targets as set in annual work plans and budgets. These will be based on the broad program targets presented in the IP, which will be broken down into detailed outputs, activities, and inputs required for each fiscal year.

2. Monitoring of resource use against budget, which will be based on expenditures compared to the budget by program (operating and development), including utilization of donor funding (for donors who transfer their funds through the core development budget).

3. Monitoring and reporting on development partners' contributions through external budget projects. The Ministry of Education, in consultation with HRDB members, will develop monitoring and reporting formats for projects/funds that are managed by partners outside of the government budget. The reporting will be aligned with the IP program structure. HRDB will consolidate such reports provided by partners.

The HRDB task force on gender mainstreaming and AGEI will be closely engaged in monitoring the integration of girls' education in planning and implementation progress and will provide advice and support to promote girls education.

Reporting

Program and component directors will prepare monitoring plans and checklists. When education supervisors at national, provincial, and district levels make visits to schools and institutions, they will monitor the front line staff and make sure that staff at all levels clearly understand the plan, implement it in a timely manner and according to the guidelines, and report accurately on progress and challenges. During follow-up visits, the supervisors will check whether performance has improved, provide feedback to staff, and report on progress and challenges to their relevant managers.

EMIS will be further developed, expanded, and set up in all provincial education directorates to facilitate data collection, storage, retrieval, and analysis. Monthly program/activity updates will be prepared by provincial education offices and submitted to relevant program directors at national level. The program directors will prepare program summary updates and submit them to the Department of Planning and Evaluation. Consolidated monthly updates will be prepared and communicated across the programs. Quarterly progress reports will be prepared for each of the five priority programs and will be consolidated into one report. The Finance Department will also prepare quarterly program expenditure reports. These reports will be prepared for internal use only.

The second quarter report will be a semi-annual report (progress and expenditure). The ministry leadership and program directors will review plan and budget execution, challenges and proposed solutions, and make necessary adjustments to the annual plan and budget. The review will also provide recommendations and inputs for preparation of the following year's operational plan. The semi-annual report will be shared with education stakeholders.

The Department of Planning and Evaluation will also establish and strengthen a central monitoring and verification team. The team will carry out quarterly verification missions to selected projects sites and verify the actual implementation outputs/results against the quarterly reports provided by program directors. Verification reports will be prepared by the team and communicated to the ministry leadership, as well as used to provide feedback to program management teams.

The ministry has developed an Education Management Information System (EMIS), which has been used in the development of this second strategic plan. This is a significant step towards a comprehensive monitoring and evaluation system. Efforts will be made to improve the quality and the timeliness of the data. As discussed in Program 5, the EMIS system will be deployed at the provincial level to improve and accelerate data collection. Other specific modules will be developed for specialized departments. The Afghanistan Financial Management Information System and Budget Planning and Expenditure Tracking system are other initiatives that will provide valuable monitoring information. Program specific analytical reports will be generated from these systems, which will be used for reviews and decision making.

A comprehensive consolidated annual narrative and expenditure report will be produced, which will indicate progress against set targets for each program as well as challenges and lessons learned. Detailed statistical data will be annexed to the report. The annual report will show performance, changes in key outcome targets such as enrollment, student-teacher ratios, student-classroom ratios, examination results, and other data on learning achievements. This report will serve as the key monitoring instrument to assess overall program and sub-program performance. The report will be presented to education stakeholders such as education partners, Ministries of Economy and Finance, and Parliament. The report will also be uploaded at the ministry website for public access. As needed, the MoE will also commission periodic studies to further assess the performance of the education system in relation to meeting the goals and objectives set out in the IP.

The annual audit will be conducted by the Office of the Controller and Auditor General, Government of the Islamic Republic of Afghanistan. The audit will be a full-scope financial and compliance audit. The annual audit report will be presented within six months of the close of the fiscal year.

Meetings

Monthly HRDB meetings will be organized and updates will be provided to education partners on IP implementation. The MoE will also organize semi-annual meetings in cooperation with the HRDB. The meetings will serve as a common review of program performance including the MoE, NGOs, private sector education partners, and external funding partners. The semi-annual review meetings will consist of one to review progress in the previous fiscal year and another to review proposed work plans and budgets for the following fiscal year. The semi-annual meeting to review progress will convene in Sawr/Jawza (May/June) and will review overall progress for the previous fiscal year based on expenditure reports, progress reports, and annual reports. At this meeting, donors will make an initial indication of funding to be provided for the NESP for the following fiscal year, which will enable the MoE to include this in its budget preparation process.

The semi-annual meeting to review proposed work plans and budgets will convene in Meezan/Aqrab (October/November) in time for inclusion of decisions in the overall submission of the MoE budget to MoF and subsequently the Parliament following the regular state budget appropriation calendar. The meeting will review the annual work plan and budget for IP for the next fiscal year, the audit report of the previous fiscal year, and the findings of review and or study missions.

Developing Monitoring Capacities

Training and mentoring programs will enhance M&E system implementation capacity at various levels. In addition, the Department of Planning and Evaluation will develop awareness and capacity for the use of monitoring and evaluation results within other departments and among different decision makers.

The Department of Planning and Evaluation will also provide assistance to each program to strengthen its monitoring and evaluation systems and instruments. The monitoring of program outcomes, outputs, and activities as specified in the NESP-2/IP logical framework matrices will be consistently undertaken in order to produce reliable, useful, and timely information to improve implementation and revision of program plans.

Reviews

The semi-annual meetings will be presented with the relevant plans, budgets, and reports as described in the section above. In addition, based on prior annual meeting decisions, the MoE in cooperation with HRDB will conduct reviews and studies before the next semi-annual meeting to assess actual outcomes of the IP and/or to assess specific areas of focus under the IP (like learning outcomes, coverage, and outreach of services, efficiency and effectiveness of resource use, relevance, and cost effectiveness of projects with external funds managed by partners out of the government budget). These reviews will be external and thus serve as an additional source of information to verify progress and annual reports based on internal monitoring systems, as well as to identify opportunities to conduct studies and assess outcomes in specific areas, both for monitoring purposes and for informing the MoE and donors.

9.3. Evaluation

Mid-term Evaluation

In close coordination with HRDB, the ToR for an external mid-term evaluation will be developed and external consultants will be recruited to conduct a mid-term evaluation and present an evaluation report focusing on progress, implementation challenges, and recommendations. The Department of Planning and Evaluation will call for a special meeting of the Human Resource Development Board[47] at the midpoint of the implementation phase to conduct a mid-term evaluation of overall progress. The meeting for the mid-term evaluation will be chaired by the Minister of Education, and will be attended by deputy ministers, heads of departments, stakeholder representatives, public and non-government organizations, and donors. Based on the results achieved compared to the objectives and targets of the IP, objectives, strategies, and activities for the second half of the implementation will be revised, if necessary, and considered for future strategic planning.

Final Evaluation

At the request of the MoE, the Human Resource Development Board will conduct the final evaluation of the Interim Education Plan at the end of the implementation phase. External consultants will carry out the evaluation. The evaluation will assess the outcomes of the strategic plan on the overall status of education in Afghanistan and review the lessons learned from the implementation of the strategic plan. The results of the evaluation will be used for the development, implementation, and monitoring of the next strategic plan.

The final evaluation report prepared at the end of the implementation phase will include the monitoring results, comparison of the two final years of implementation, and the results of the research. The report will contain a summary of the implementation progress of programs, the challenges, and the lessons learned. The report will reflect the achieved outcomes and the long-term impacts made by implementation of the strategic plan. If some objectives and outcomes have not been achieved, the report will identify the cause(s) and suggest solutions. The report will also contain the feedback of the communities, civil society organizations, donors, and implementing partners.

Research (Case Study)

With the cooperation of universities and national and international research organizations, the Department of Planning and Evaluation will more deeply evaluate some components or activities of the

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[47] Relevant education donors and partners will be invited to the meeting.

plan that are of specific importance to the ministry. Such evaluations will consider the effectiveness, efficiency, and sustainability of activities. The results will be used in the revision of policies, objectives, and strategies adopted by the ministry. The analytical results of such evaluations will be made available to the leadership of the ministry

10. Addressing Implementation Capacity

10.1. Current Situation

The Ministry of Education and its education partners have together mobilized capacities to address the increasing demands of education service delivery. In the absence of such a strategy, the MoE alone was unable to address the needs and make progress. The education programs are being implemented by multiple actors.

1. The MoE directly implements a large portion of education programs including, but not limited to, policy formulation, formal schools, curriculum development, teacher education colleges, TVET schools, literacy courses, training and capacity building of staff, and monitoring and evaluation. The Ministry of Education has recruited around 15 international TAs[48] and 1,200 national TAs[49] to help overcome the capacity gap and to train and mentor MoE civil servants. Unlike the other sectors, education has been largely implemented by the Ministry of Education at all times. Experience shows that direct implementation of education programs by the MoE is the most cost-effective and sustainable way of ensuring basic social service delivery.

2. NGOs have been contracted by the MoE and or donors for implementation of specific programs (CBE, teacher education, literacy courses, provision of supplies to schools). NGOs have played an important role in filling the service delivery gap during war and conflict and assisting the MoE in the back-to-school campaign. NGOs directly contracted by donors have performed well, with no coordination or alignment problems, at a moment when the government was not in a position to provide basic social services in large parts of the country and there was a need for such services everywhere. As the MoE has now strengthened its policy-making, coordination and stewardship role there is a need for both donors and NGOs to align their funding and programs to the Interim Plan (IP) and improve vertical and horizontal coordination. The Ministry of Education is relatively inexperienced at contracting NGOs for service delivery.[50] The Ministry of Education also needs to further strengthen its capacities in contract management and monitoring and evaluation of services being delivered by NGOs. The MoE is currently discussing with donors and NGO partners a transition plan to accelerate alignment of funding and services with the IP.

3. Private sector/firms have been contracted by the MoE and or donors for the implementation of specific projects (printing of textbooks, construction of schools, supply of equipment and material, teacher education, and capacity building). The MoE has developed by-laws to facilitate private investment in education (private schools, teacher education colleges). This has paved the way for private sector investment in education and currently over 450 private schools are functional in Afghanistan. The MoE and donors have gradually increased the use of the private sector for service delivery in areas where they have better capacity. For the MoE, extensive use of the private sector was possible because it has gradually developed its procurement capacity, and was the first ministry in 2006 to directly manage international procurement, while some of the other ministries are still dependant on Afghanistan Reconstruction Development Services for international procurement. Initially, donors directly contracted private sector firms for provision of goods and services with little coordination with the MoE. Now, some donors are

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[48] Supported by Australia, Canada, Denmark, CTAP, and the World Bank.
[49] Supported by various donors and partners; Denmark, UNDP, UNICEF, and the World Bank.
[50] The MoE started contracting NGOs for delivery of teacher education program in 2008 under the EQUIP.

working jointly with the MoE's procurement department and undertake joint procurement for externally managed projects. The intention is that all donors should do engage in the procurement of private sector services in close coordination with the MoE and for on-plan programs.

4. Local communities and school *shuras* are engaged in local campaigns for enrollment of children in schools, school protection, construction of school buildings and monitoring of quality of education services at the local level. The school *shuras* have been established by the MoE under EQUIP to engage parents and local community in education decision making at the school level.

Utilizing the above-mentioned multiple stakeholder's capacity, the Ministry of Education has been able to provide a possibly adequate respond to the demand for education services. The MoE has also focused on developing its internal core capacities in policy development, human resource development, finance, procurement, monitoring and evaluation, and other relevant areas.

Policy and Strategy Formulation. Education Law, the private schools' operation bylaw, NESP-1 and NESP-2, and many other legislative documents developed by the MoE have provided policy guidance to the MoE and its partners.

Human Resource Development. The new organizational structure of the MoE has clear functions and ToRs for units and staff; implements public administration reform, open competition, merit-based recruitment, training and capacity building for staff, and a new Pay and Grade system; links salary increases to performance and staff appraisal; and implements recruitment of national and international TA to help overcome the capacity gap and to train and mentor civil servants.

Procurement. Since 2006, the MoE has undertaken all national and international procurement out of the core development budget. The MoE also participate in procurement of services for some externally managed projects. The MoE uses internationally accepted procurement standards.

Financial Management. The MoE has been preparing program budgeting at the national and provincial level since 2006. The Afghanistan Financial Management System (AFMIS) is utilized at the national and provincial level for recording all transactions and monitoring and analysis of expenditure. Expenditure capacity has increased steadily over recent years.

Expenditure (US$ million) /Year	1385 2006	1386 2007	1387 2008	1388 2009	1389 2010
Operating budget	156.9	174.3	262.2	313.5	251.3
% increase over the past year expenditure		11%	50%	20%	
Development budget	16.4	30.3	59.9	77.3	75.8
% increase over the past year expenditure		85%	97%	29%	
Note: The expenditure for the year 1389 (2010) covers 9 months					

Planning Monitoring and Evaluation. Program-based national and provincial annual operational plans have been prepared since 2006. For 2011, district operational plans have been prepared in addition to provincial plans. Annual school surveys and EMIS reports are prepared and used for monitoring and planning.

10.2. The Way Forward

The Ministry of Education will continue to use the services of NGO partners in the delivery of education programs. The MoE will develop ToRs for services based on the IP. Donors will provide funding, preferably through the core budget and could also fund NGO partners through the external budget. For the latter case, a three-party contract will be signed by the MoE, donors, and NGO partner. The MoE will closely monitor performance, and payment of installments by the donor will be subject to the approval of the MoE. A similar approach will be used for contracting private sector/firms for education service delivery.

The MoE will further strengthen its internal capacity in order to take on more responsibility for regulating and delivery of education services, as well as monitoring services being delivered on behalf of the MoE by NGOs and the private sector.

The following capacity-building strategy is based on assessments of the MoE's internal and external environment, which point to at least three focus areas, and will be implemented in order to address implementation capacity: (i) build a system of policies, procedures, and standards; (ii) increase the capacity and sustainability of MoE's own human resources; and (iii) provide safe and on-time delivery of education services. These three areas can be translated into three strategies for the MoE Capacity-Building program:

1. The "System Building" strategy will document and develop policies, procedures, and standards, as well as strengthening core functions of the MoE, to guarantee the sustainability of education services and assessment of education outcomes. HRDB and the technical working groups will also provide input (see Program 5, and Chapter 9 on implementation, monitoring, and evaluation for more details).

2. The "HR strategy" will build on the existing experience of MoE human resources in core and program departments, while tapping into the growing pool of specialists within Afghan universities, and those willing to work for the MoE. Gradually, the MoE will reduce the support of external consultants and build in-house capacity, as well as increase management and performance monitoring of its own human resources (for more details see Programs 1-5).

3. The "Efficient and Safe Services Delivery" strategy will determine mechanisms for the delivery of education services (general and Islamic education, curriculum development and teacher education, TVET and literacy) and make education accessible for all in all parts of the country. This will include developing and monitoring performance of MoE core and program departments as well as NGO partners and school *shuras* (for more details see Programs 1-5: Objectives, Key Activities, Indicators, Baseline Data, and Targets).

Part 2. Interim Plan: Programs and Activities

This Interim Plan (IP) contains five priority programs, each of which is led by a deputy minister. In this chapter, the overall goal, objectives, components, and targets are explained for each of the following five programs: (i) General and Islamic Education, (ii) Curriculum Development, Teacher Education and Science and Technology Education, (iii) Technical and Vocational Education, (iv) Literacy, and (v) Education Governance and Administration.

The Interim Plan is based on NESP-2, but is a carefully selected set of activities aimed at building on those strategies/activities that have a proven record and on those deemed necessary to put the MoE in a stronger position to attain all its EFA goals and targets.

All programs have gender sensitive objectives and targets. Special strategies and actions are adopted under each program to promote girls' education and retention. These include:

Program 1 – General and Islamic education: Campaign for girls' education, reduce walking distance by establishing more primary schools, recruitment and relocation of qualified female teachers to rural girls' schools, establishment of CBE and accelerating learning classes, and construction of boundary walls and water and sanitation facilities for girls' schools.

Program 2 – Curriculum development and teacher education: Establishment of district teacher training support centers to bring training opportunities closer to female teachers, recruitment of more female faculty to support teacher education, provision of incentives to female teacher education students from remote areas, upgrading of qualification of female teachers, and mainstreaming gender awareness and sensitization in the curriculum and textbooks.

Program 3 – TVET: Campaign for increased girls' enrollment, introduction of vocational fields more relevant to female interest, and establishment of district TVET schools easily accessible for girls.

Program 4 – Literacy: Special focus on female literacy, establishment of more outreach classes easily accessible to women in rural areas, making the content of literacy curriculum and textbooks more relevant to women's needs, and recruitment and training of more female literacy teachers and local spiritual leaders to promote literacy.

Program 5 – Education governance and administration: Development of gender sensitive policies, strategies, plans, and M&E system; recruitment of more female staff; and provision of additional incentives for female staff to work in rural areas.

The IP has also incorporated elements and key strategies/activities under each program to address provincial and rural urban disparities (due to insecurity, remoteness, and lack of proper attention in the past). Most of the measures considered for reduction of gender disparity also support reducing provincial and rural disparities. In addition, community-negotiated programs (CBE, election of teachers, recruitment of *Imam* as teacher for schools, and literacy classes) will be implemented in hard-to-teach areas, particularly in the insecure provinces, in partnership with national and international NGOs and through negotiations with local elders. Special attention will be paid in resource allocation to underserved provinces/areas during annual operational planning.

The proposed IP programs and activities are not meant to be implemented only by the MoE. Education partners and private sector actors will implement a significant part based on their capacity and experience. To address the capacity gap and deliver all the proposed services, the MoE will integrate and utilize all potential and existing capacities for implementation of the IP and build capacity and an effective partnership by: (a) undertaking institutional reform and capacity-building initiatives to improve its service delivery capacity (see Program 5 for more details); (b) engaging national and international partners in education service delivery (pre-school education, CBE, teacher education, school quality improvement, support to curriculum development and literacy); (c) engaging the private sector in service delivery (expansion of private schools, school construction, printing of textbooks, and logistics services); and (d) engaging local communities and parents in expansion of education services in their

communities, developing school quality enhancement plans, and working to protect education facilities through school *shuras*. This approach will unite all education stakeholders around the same interests, create synergy, and ensure better security for provision and maintaining education services.

Effective utilization of technical assistance (TA) for MoE capacity building is high on the agenda. The MoE, in close consultation with a special taskforce under the Education Management Working Group of HRDB, has developed and presented a proposal for developing effective program management and administration capacity at national and sub-national levels. The proposal clearly explains MoE policies on effective utilization of TA, need-based and merit-based recruitment of TA, the role of TA in capacity building of departments and civil servants, TA remuneration, performance assessment and reporting, and TA transition and phase-out. The MoE is conducting an ongoing assessment of DANIDA-funded TA with the aim of improving TA engagement in capacity building. The concept of a pooled funding mechanism for capacity building is under discussion at HRDB.

Program 1: General and Islamic Education

This program consists of two sub-programs: General Education and Islamic Education.

Sub-program 1.1: General Education – Increasing Access to Basic Education

The goal is to provide all school-age children in Afghanistan with equitable access, without discrimination, to quality education in order to gain the competencies needed to: (a) become knowledgeable, skilled, healthy, and productive members of society; (b) contribute to the country's economy; and (c) continue their education.

The MoE will also undertake a range of initiatives to promote early childhood development and preschool education, which has a significant impact on increased primary enrollment.

General Objectives by 2013

- Increase enrollment in formal education by 1.8 million to 9 million (7.8 million in basic education with 40.3 percent of these being girls, and 1.1 million in upper secondary) with a focus on rural areas.
- Provide a quality-driven and conducive learning environment in all general schools to promote effective academic and intellectual development.
- Improve access, as well as retention and completion rates, for girls, Kuchis, and children with special needs.
- Strengthen the supervision system and train all general education supervisors.
- Strengthen the participation of parents and local elders in the management of schools through the establishment and training of councils for all general schools.

Specific Objectives

- Improve access to basic education for 384,000 children, particularly girls, in remote and insecure areas, through community-based education and involving parents in education of their children.
- Facilitate educational opportunities for 63,000 children who have been left behind by establishing and supporting accelerated learning classes close to their community.
- Relocate 1,200 qualified female teachers to 200 rural schools to facilitate access and retention of 24,000 girls to secondary education.

This national program will provide the foundation of necessary skills and basic knowledge required for effective participation in the labor market and matriculation to higher education. The above-listed programmatic objectives build on the past performance of key ministerial programs and donor-funded programs that have a proven track record of success, such as EQUIP and PACE-A. Components of these aforementioned programs are now in the process of being nationalized by the MoE in order to further their impact and coverage and ensure their sustainability. Because the EFA program is built on the

successes of previously and currently implemented development initiatives, further resources will facilitate a continued upward trajectory of accomplishments.

1.1.1 Rationale for the Program

In 2001, fewer than 1 million children were enrolled in general schools. Girls and many boys were deprived of access to education.

Education has made good progress over the past eight years and today 6.5 million children (37 percent girls) are enrolled in general schools.

However, 5 million or 42 percent of school-age children do not have access to education.

A SWOT (strengths, weaknesses, opportunities, and threats) analysis is a good way of summarizing the issues and allows the MoE to plan around the opportunities identified through this process.

Strengths	Weaknesses
- Momentum created by expanding general schooling in the past eight years - Public demand for schooling - Community engagement - A gradual – if insufficient – narrowing of the gender gap - Advances in curriculum development and teacher education - The development of an EMIS database - Preschool education is on the agenda	- Less attention to preschool education - Insufficient learning time - Unacceptable conditions and facilities in many schools and in District and Provincial offices. - Low levels of teacher competency - Weak implementation capacity at the sub-national level - Insufficient coordination across departments responsible for different inputs - Poor financial management at sub-national levels - Poor reporting systems: too many input targets. Not enough attention to outcomes
Opportunities	Threats
- NESP-2 sustains progress - Improving coordination at the national level (HRDB) - Continued donor commitment to improving the quality of general education - Building on the experience of schools having and using grants - Growing recognition of the importance of girls' education	- Unfulfilled expectations - Poor quality dampens demand - Continued insecurity - Weak commitment and motivation in the education service

The MoE and partners will implement the following strategies and activities to address the challenges and meet the set objectives defined above.

1.1.2 Interim Plan Strategies

- Increasing access through formal and alternative delivery modes. The MoE and its partners will map the reach of existing schools at the district level and identify where children cannot access schools due to long walking distances. Local/international NGOs will establish CBE where government formal schools cannot function due to resource, capacity, and security constraints.

- Addressing issues and barriers to girls' education. The MoE and its national international partners, using media, will organize campaigns for girls' education, assess local barriers to girl's education, provide basic school infrastructure facilities (new classrooms, water and sanitation, boundary walls), relocate qualified female teachers to rural schools, and engage parents through school management committees in making schools child/girl friendly. The MoE will also launch initiatives to promote preschool education.

- The ministry will encourage the private sector to establish schools, and non-governmental organizations to contribute to the implementation of general education programs. The ministry will facilitate registration of private schools, and provide them with services and materials such as teacher training and textbooks. The provincial education departments will be responsible for monitoring the activities of private education institutes in accordance with the approved rules and regulations for operation of private schools.

- The ministry will endeavor to apply inclusive education principles in all schools and provide classroom environments that can accommodate the individual needs of all students. According to this strategy, all students, including children with special needs, will learn together in the same classroom. The strategy will be implemented gradually and teachers will be trained to teach children with diverse abilities and backgrounds in inclusive settings.

- Improved monitoring through further EMIS development. EMIS will be expanded to provinces and made accessible to education departments. Data collection and data entry will be decentralized. Students' learning achievements will be regularly assessed and closely monitored at the school level. The existing examination system will be revised and innovative approaches, including standardized assessment tests, will be introduced for assessing learning achievements.

- More authority will be given to provincial and district education departments to manage schools. The provinces will increasingly manage the appointment and removal of teachers and all issues related to students including the issuance of certificates. To ensure education for sustainable development and improve the quality of education services, the ministry will strengthen the autonomy of schools and also increase the involvement of local elders and parents in school affairs through the continued establishment and strengthening of school councils. The ministry will provide grants to these councils, which will be used for the improvement of schools. The ministry will also work with these councils to involve them in the supervision of their schools.

- In insecure areas the MoE will work to ensure children's access to education by working with community councils and elders to protect schools, re-open closed schools, and establish outreach classes and Islamic schools as necessary. A unit will be established within the Basic Education Department to coordinate education in emergencies for children in insecure areas.

- To improve the quality of schools and to ensure proper implementation of policies and ministerial instructions, the school supervision system will be reformed and strengthened.

1.1.3 Description of Activities and Results to Be Achieved

Despite the MoE's remarkable achievements over the past eight years in providing education to nearly 7 million children, there are still 5 million (or 42 percent) of school-age children who do not have access to education; the majority of these are girls. Many rural areas lack both schools and qualified teachers (particularly female teachers). Many existing schools are in sub-standard condition. Nearly 50 percent of all schools do not have usable buildings and many lack basic facilities such as boundary walls, potable water, sanitation, and adequate toilet facilities. These are all impediments to children's access to education, with a more acute impact on girls.[51] The below-listed proposed activities are based on the lessons learned and best practices of several national educational programs and initiatives, including the currently implemented Education Quality Improvement Program (EQUIP), which is supported by the World Bank; Partnership for Advancing Community-based Education in Afghanistan (PACE-A); and other similar programs supported by USAID, CIDA, SIDA, and other donors.

1.1.3.1 Proposed Activities

1. Access to General Education

The MoE recognizes the importance of early childhood development and preschool education and its effect on preparedness of children for school and increasing primary enrollment, particularly for girls. The program undertakes a range of initiatives to promote early childhood development and preschool education, including preschool policy formulation, awareness-raising on early childhood development and preschool education, provision of programs through Educational Radio and TV on early childhood development and preschool education, and pilot testing of preschool education in schools and mosques in the provinces. In addition, the program will also coordinate with other departments for

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[51] Lack of boundary walls and toilet facilities have been consistently cited in social surveys among Afghans as two of the most critical impediments to girls' participation in education.

curriculum/material development and teacher education for preschool education. The MoE will establish a joint working group with national and international partners to promote this.

The sub-program will improve access to education across the country including deprived areas by: (a) conducting public awareness programs every year to increase enrollment, particularly the enrollment of girls; (b) conducting a school mapping survey and identifying the needs of different regions for new schools; (c) establishing new primary schools, upgrading primary schools to lower secondary, and upgrading lower secondary schools to upper secondary schools; (d) expanding community-based outreach classes, community-based education, and accelerated learning classes with the cooperation of communities and NGOs; (e) recruiting and relocating qualified female teachers to rural schools; (f) establishing competence centers for children with special needs and schools for Kuchi children; (g) establishing model schools; (h) pilot testing one-year preschool education in ten provinces; (i) encouraging private sector investment and facilitating the registration of private schools in Afghanistan and refugee schools in Iran and Pakistan; and (j) facilitating the enrollment or certification of returning refugees.

2. Construction of General School Facilities

To provide a conducive learning environment and facilitate increased enrollment, particularly of girls, the program will: (a) construct new classrooms in new and existing schools; (b) rehabilitate existing classrooms; (c) build boundary walls for existing girls' schools with no boundary walls; (d) provide drinking water facilities and sanitary toilets for existing schools in need of such facilities; (e) construct school science and ICT labs; (f) provide tables and chairs for existing schools; (g) provide sports facilities for schools; and (h) construct houses for caretaker teacher families as part of a new pilot program for school construction.

The general education program will identify priority schools for construction and the infrastructure department will provide technical support for design and quality control of construction work.

3. Extracurricular Activities

The program will promote extracurricular activities and participation in school affairs by: (a) providing basic sports equipment and material; (b) activating scouts in schools; (c) providing support for students to participate in regional and international tournaments; and (d) establishing/strengthening student associations in all schools to encourage extracurricular activities in schools.

4. Student Services

The department will: (a) implement student counseling and guidance programs in secondary schools; (b) distribute stationery to all primary students; (c) provide food to students; (d) provide health education and facilitate provision of health services in schools in collaboration with the MoPH; and (e) provide dormitory facilities for students from deprived and insecure areas.

5. Distance Education

The program will: (a) strengthen and equip the Distance Education Department and the Educational Radio and TV to expand its programs to 34 provinces; (b) in close cooperation with other ministry programs, develop an 18-hour program schedule for broadcasting distance education programs for radio and television; (c) develop and broadcast radio and television educational programs for general and Islamic education, teacher education, literacy, technical and vocational education, and for early childhood development, preschool education, and parental teaching for improved family life; (d) produce and broadcast public awareness programs on the importance of education (particularly for girls), policies, plans, achievements, and existing challenges to the implementation of educational programs; and (e) evaluate the programs broadcast by the Educational Radio and TV.

6. Academic Supervision

The program will (a) develop and implement a new system to supervise the implementation of general education activities; (b) train supervisors on new supervision methods; (c) supervise the academic issues

of primary and secondary schools through regular visits to schools (three times per year); and (d) provide recommendations for improvement of teaching practices, students' learning achievements, and better engagement of community and parents in education of their children.

7) Management and Coordination

To improve management and coordination, the program will: (a) establish school support councils for all schools and train their members (on the importance of girls' education, improving quality, and protection of school); (b) provide schools with yearly quality grants; (c) review all general education policies, regulations, guidelines, and structure, and revise as necessary; (d) implement the nationally administered standard assessment system; (e) improve working conditions for employees; (f) computerize upper secondary students' records; (g) develop and publish annual operational plans, budgets, quarterly, and annual reports; (h) conduct a mid-year review of programs and projects and revise activities and projects as needed to achieve targets; and (i) hold coordination meetings with other general education stakeholders.

1.1.3.2 Expected Results

1. The preschool education policy and module for Afghanistan will be developed.

2. Enrollment in basic education will be increased to 7.8 million students (40.3 percent girls).

3. Enrollment in upper secondary education will be increased to 1.1 million students (37.4 percent girls).

4. The number of general schools will be increased to 14,190, providing increased access to education.

5. More than 2,400 schools (19,500 new classrooms) will be constructed, which will provide a conducive learning environment to nearly 2 million students and contribute to the local economy.

6. 14,400 community-based outreach classes will provide education to 384,000 students (at least 60 percent girls) that had difficulty in accessing formal schools.

7. Nearly 63,000 out-of-school children deprived from education will be provided with accelerated learning and integrated into normal classes (70 percent girls).

8. Two hundred secondary schools will be established for girls in the rural areas (with a target of establishing at least one in each district), staffed with at least six qualified female teachers, facilitating increased access to and retention of 24,000 girls to secondary education.

9. Two thousand, five hundred and forty new school management councils (SMCs) will be established and trained to enhance school enrollment, retention and quality.

10. Secondary school students will be provided with the opportunity to acquire vocational skills relevant to the employment market.

Sub-program 1.1: Objectives, Key Activities, Indicators, Baseline Data, and Targets (3 years)

Interim Plan Key Result Area	Strategic Objectives	Key Activities	Performance Indicator	Baseline 2010/11	Target 11/12	Target 12/13	Target 13/14	Priority 1-high 3-low
Improve access to general education	Increase enrollment	Conduct public awareness programs every year to increase enrollment, particularly enrollment of girls	Number of public awareness programs	1	1	1	1	1
		Pilot test preschool education	Number of provinces	0	5	10	10	1
		Increase enrollment in basic education	Number of students (M/F)	6,400,000	6,960,000	7,385,000	7,810,000	1
		Increase enrollment in upper secondary education	Number of students (M/F)	571,700	754,000	936,000	1,118,000	1
		Establish new schools	Number of new schools	930	700	600	500	1
		Upgrade primary schools to lower secondary	Number of schools upgraded	550	600	600	600	
		Upgrade lower secondary schools to upper secondary schools	Number of schools upgraded	539	440	440	440	1
		At least one girls' secondary school in rural districts staffed with average six qualified female teachers (with a spouse)	Number of girls secondary schools		200			1
		Establish CBS and accelerated learning centers for children left behind from normal schooling	Number of centers	4,800	9,600	14,400	14,400	1
	Providing access for children with special needs	Establish competence centers for children with special needs	Number of competence centers	0	1	2	2	2
	Providing access for Kuchi children	Establish schools for Kuchi children	Number of Kuchi schools	15	30	30	30	1
	Improve quality	Establish one model school per province	Number of model schools	0	1	5	5	3
	Provide suitable environment for students	Construction of classes	Number of classrooms	5,000	6,000	6,500	7,000	1
		Construction of science labs	Number of science centers	100	100	100	100	2
		Reconstruction of existing classrooms	Number of classrooms	1,000	1,500	1,750	1,750	3
		Construction of boundary wall	Number of boundary walls	200	200	200	200	1
		Construction of latrines (six cabinets)	Number of latrines	500	500	500	500	1
		Construction of drinking water wells	Number of drinking water wells	500	500	500	500	1
		Provision of tables and chairs for students	Number of tables and chairs	400,000	400,000	400,000	400,000	2
		Construction of house for caretaker teacher	Number of houses	5	10	10	10	3
	Student services	Counseling for students in schools	Number of vocational guidance counselors deployed to schools	0	1,000	1,500	2,000	2

Improve quality and access for teachers and students	Provide distance education program	Equipping and strengthening distance education directorate and education radio television	Equipped ERTV		1			1
		Conducting 18-hour broadcasting program with close coordination of other programs	Number of 18-hour broadcasting programs	6	9	12	18	1
Improve monitoring system	Improve academic supervision	Develop and revise new monitoring system for general education	Number of new monitoring systems		1	1	1	1
		Training for education supervisors	Number of supervisors trained		2,400	2,800	3,200	2
	Improve management and coordination	Review and revise general education policies, procedures and guidelines	Number of documents revised		1	3	3	2
		Establishment and training of school councils	Establishment and training of school councils	11,460	12,360	13,400	14,000	1
		Provide quality improvement grant for general and Islamic education schools	Number of schools	2,500	2,000	2,000	2,000	1
		Develop community mobilization capacity (recruit TA)	Number of TA		87	87	87	1

Sub-program 1.2: Strengthening Islamic Education

The goal is to develop and improve Islamic education in order to develop moral young people with the capabilities needed for teaching; religious preaching; leading prayers; working in government, non-government, and private organizations; and pursuing their studies in higher education institutes.

General Objectives by 2013

- Increase enrollment in Islamic schools and *Dar-ul-Ulums* to 186,000 students (25 percent female).
- Develop and improve the academic supervision system in Islamic schools and *Dar-ul-Ulums.*
- Improve quality and relevance of Islamic education through reform and introduction of skills training in the curricula and developing infrastructure and teaching facilities.

Building upon an ongoing initiative of the Ministry of Education, this sub-program will focus on revising Islamic education to counter religious extremism and expand the employability options of the Islamic education programs' graduates. In light of modern pedagogy and inspired by the success of Imam-Khatib schools in Turkey, the curriculum will include 40 percent Islamic subjects and 60 percent general subjects, vocational subjects, teacher education subjects, information communication technology (ICT), and English-language instruction. Consideration will be given to providing mechanisms to foster employability for graduates of the Islamic studies programs at the Ministry of Higher Education, thereby ensuring that graduates of Islamic education and Islamic studies programs have acquired the necessary skills needed to find employment across a number of sectors in the economy.

1.2.1 Rationale for the Program

In 2001, a limited number of male students were attending 220 *madrasas*. The national curriculum was not defined. Today, 149,000 students (10 percent girls) are enrolled in 627 Islamic schools. A new curriculum is being developed. Girls' enrollment is low, most of Islamic schools lack proper building and dormitories, and the demand for Islamic education is very high in comparison to the services being provided.

Islamic Education SWOT Analysis

Strengths	Weaknesses
- Islamic education has strong support from many parts of the population, in particular in rural areas and among poor people. - Islamic education functions, systems, and institutions are well established. - Islamic education produces personnel for Islamic religious functions as well as to government. - Parts of Islamic education are community based. Community ownership of these activities is important and valued. - Islamic education has a long tradition.	- Low enrollment of females. - Many teachers do not have updated competence in pedagogy or in subjects taught. - Local financing is a strength but could also be an weakness in localities with limited resources. - Extreme decentralization on the one hand, and government's intention to improve and contribute on the other, can lead to management problems. - There are issues related to standards and quality control mechanisms. Training not related to the need of the modern labor market.
Opportunities	Threats
Dar-ul-Ulums have proved able to attract Afghan students abroad to return home for their studies. - Widespread and well-understood systems. - Local community involvement and private sector contributions are important assets.	- General threats due to current insecurity and war. - Some Islamic education institutions have been used for political purposes. - International and in particular Western governments and donors seem often unwilling to contribute to and support Islamic education. - Conflicts between different groups of Islamic education.

The MoE and partners will implement the following strategies and activities to address the challenges and meet the set objectives defined above.

1.2.2 Interim Plan Strategies

The Islamic education system will be reformed to cater to developing needs and to enhance the employability of graduates. Regular consultation with the Islamic *ulema* will be made to improve the quality and relevance of Islamic education. The experience of other Muslim countries will be used.

Equity will be considered in establishing Islamic schools to increase the number of girls in Islamic schools and *Dar-ul-Ulums*.

Other resources will be mobilized in support of Islamic education. The MoE will encourage the private sector, within the framework of existing laws, to contribute to the provision of Islamic education. Private Islamic schools are encouraged to register with the Ministry of Education and to implement the MoE curriculum, ensuring that graduates will be certified by the MoE.

Coordination among the Islamic Education Department, the Curriculum Development Department, and the Teacher Education Department will be strengthened through regular meetings to accelerate curriculum reform, promote Islamic teacher competencies, and provide Islamic schools with science and ICT teachers.

1.2.3 Description of Activities and Results to Be Achieved

The demand for Islamic education is high in the country. The program intends to improve access to Islamic education and enhance employability for graduates of Islamic education. The Islamic education curriculum reform and development and teacher education will be carried out by the departments of curriculum development and teacher education, although *Dar-ul-Ulums* (grade 13-14) also provide subjects in Islamic education teaching.

The revised curriculum currently being developed consists of 40 percent Islamic subjects and 60 percent other general and skills-related subjects. The curriculum of Islamic schools will be harmonized with the Islamic studies curriculum offered in universities. Development of textbooks for Islamic subjects has already started and will be completed in one year. Subjects for general education will be used in Islamic schools. In close cooperation with the programs "Facilitation of Sustainable Decent Work through Skills Development and Market-Friendly Labor Regulations" and "Human Resources for Health", vocational skills training including health education will be incorporated into Islamic education. Textbooks and learning materials will be prepared, printed, and distributed.

1.2.3.1 Proposed Activities

1. Improved Access to Islamic Education

To increase girls' and boys' enrollment, different public-awareness activities will be implemented, through imams of mosques and the use of the media, especially ERTV. Attracting girls to *Dar-ul-Ulums* will ultimately increase the number of female teachers and therefore the number of female students in Islamic schools. New Islamic schools and *Dar-ul-Ulums* will be established to facilitate increased enrollment.

Efforts to bring the contents of the Islamic and general education curricula closer to each other will continue. Additional Islamic content will be added to the general education curriculum and general education subjects like mathematics, science, social sciences, Dari/Pashto, English, and ICT will form part of the Islamic education curriculum. Islamic education grades 13-14 will also provide subjects like pedagogy and teaching Islamic education.

The MoE will encourage individuals and the private sector to contribute to the provision of Islamic education. The Islamic Education Department will facilitate the registration of private schools and will provide them with advice and support, particularly in the areas of curriculum and teacher education.

2. Provide a Conducive Learning Environment for Islamic School Students

Expansion and construction of Islamic schools is an important priority of the MoE. This will support increased enrollment of girls and students in remote and relatively insecure areas. New schools, water

sanitation facilities, and boundary walls will be constructed using standard MoE design. The Islamic education department will determine priorities for the construction of Islamic schools. The infrastructure department will undertake technical design, assessment of school sites, and construction quality control.

3. Student Services

To facilitate access of poor students to Islamic schools and *Dar-ul-Ulums*, new dormitories will be built to accommodate students. This will be covered through the MoE operating budget and donations from the private sector. Students of Islamic education in the upper secondary grades will receive vocational guidance counseling to link them to the labor market and facilitate practicums and employment.

4. Academic supervision

Academic supervision will be strengthened to improve quality and relevance educational services. An academic supervision system will be developed, and 70 Islamic education supervisors will be trained and three supervisory visits will be conducted at each school to monitor implementation of the curriculum. In addition, the students of Islamic schools will be linked to potential employers for internships.

5. Management and Coordination

Policies and guidelines of Islamic education will be reviewed and revised as necessary. The accreditation system for *ulema* educated in private schools will be revised. Approximately 150 councils will be established in *Dar-ul-Ulums* and Islamic schools to improve community participation in education. Islamic education staff will receive training in management and administrative skills.

1.2.3.2 Expected Results

1. The number of Islamic education schools and *Dar-ul-Ulums* will be increased from 627 to 858, providing better access to Islamic education.

2. Enrollment in Islamic education schools and *Dar-ul-Ulums* will be increased from 149,000 to 186,000 (25 percent female).

3. More than 170 Islamic schools/*Dar-ul-Ulums* (1,050 new classrooms) will be constructed, which will provide a conducive learning environment to over 50,000 students.

4. Basic teaching capabilities of 6,000 teachers[52] (25 percent female) will be enhanced, which will strengthen the academic foundation and improve students' learning achievements.

5. Seventy percent of Islamic education graduates will have successfully passed the national standards examination.

6. Thirty percent of grade 12 graduates and 70 percent of grade 14 graduates of Islamic education will be employed one year after graduation.

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[52] In collaboration with the teacher education sub-program.

Sub-program 1.2: Objectives, Key Activities, Indicators, Baseline Data, and Targets (3 years)

Interim Plan Key Result Area	Strategic Objectives	Key Activities	Performance Indicator	Baseline 2010/11	Target 11/12	Target 12/13	Target 13/14	Priority 1- high 2- low
Improve access to Islamic education	Increase enrollment	Conduct public-awareness programs every year to increase enrollment, particularly of girls	Number of public awareness programs	1	1	1	1	2
		Establish new Islamic schools	Number of new Islamic schools	77	77	77	77	1
		Establish new *Dar-ul-Huffaz*	Number of new *Dar-ul-Huffaz*	4	10	10	10	1
		Establish new *Dar-ul-Ulums* for females in 24 provinces	Number of new *Dar-ul-Ulums*	8	8	8	8	1
		Enroll students in Islamic schools and in grades 13-14 of *Dar-ul-Ulums*	Number of Islamic students	149,000	161,000	173,000	186,000	1
	Provide suitable environment for Islamic students	Construction of classes	Number of classrooms	200	300	350	400	1
		Reconstruction of existing classrooms	Number of classrooms	100	100	100	100	2
		Construction of boundary walls	Number of boundary walls	22	22	22	22	2
		Construction of latrines (six cabinets)	Number of latrines	20	20	20	20	1
		Construction of drinking water wells	Number of drinking water wells	20	20	20	20	1
		Provision of tables and chairs for students	Number of chairs and tables	11,400	11,400	11,400	11,400	2
		Construction of dormitories	Number of dormitories	2	21	21	21	2
		Construction of mosques	Number of mosques	2	6	6	6	3
Improve monitoring system	Improve academic supervision	Develop an academic supervision system for Islamic education	Number of new academic supervision systems		1			1
		Train supervisors for Islamic schools and *Dar-ul-Ulums* who will work in the provinces	Number of supervisors trained	20	70	70	70	2
	Improve management and coordination	Establish councils in *Dar-ul-Ulums* and Islamic schools	Number of councils established		50	50	50	2
		Recruit TA	Number of TA recruited		5	5	5	2

Program 2: Curriculum Development, Teacher Education, and Science and Technology Education

This program has three sub-programs: curriculum development, teacher education, and science and technology education.

Sub-program 2.1: Curriculum Development

The goal is to provide quality modern textbooks and learning materials according to the new curriculum, based on Islamic principles and national values, in light of modern educational standards and the present and future needs of society.

General Objectives by 2013

- Revise and develop the curricula, textbooks, and learning materials of general and Islamic schools on a regular basis.

- Develop and implement a system to assess the learning achievements of primary and secondary students throughout the country.

- Ensure that all Afghan students in Islamic and general schools have access to a complete set of textbooks every year.

- Ensure that all teachers have access to teacher guides.

The national program will develop the national curriculum and quality learning and teaching material, based on the needs of children and Afghan society. Vocational streams will be introduced in middle and high schools to equip youth with skills needed for employment.

2.1.1 Rationale for the Program

In 2001, many versions of the curriculum and textbooks were used in schools. The curriculum was politicized, in some cases promoting a culture of violence. Today, a new curriculum framework and syllabi for general and Islamic education have been developed, new textbooks for grades 1 through 9 of general education have been printed and are being used in all schools. The new textbooks for grades 10 through 12 of general schools and 7 through 14 of Islamic schools are being developed. A system for assessing students' learning achievement needs to be developed to assess quality of teaching and learning. Below is an assessment of internal context and external environment of the curriculum development department.

Curriculum Development SWOT Analysis

Strengths	Weaknesses
• Core staff are trained in curriculum development and exposed to experiences of different countries. • 64 Afghan project-based technical staff are developing the capacity of the department. • MoE leadership and partners support curriculum development. • Progress made in textbook printing and distribution.	• Curriculum development policies, procedures, standards, and guidelines are not comprehensive. • National assessment of students' learning achievements does not exist. • Lack of staff with masters degrees in curriculum development. The current staff are subject specialists. • Dependency on externally funded technical staff. • Work infrastructure is not well developed; access to internet, office equipment, and resource material is not adequate. • Inadequate coordination between curriculum, teacher education, and general and Islamic education departments. • Research capacity is low.

Opportunities	Threats
• Increasing interest among Afghan specialists to join the curriculum department. • Young university graduates with further training in curriculum development (using available scholarships by other countries) can fill the gap of qualified staff. • Willingness of partners to continue provision of technical and financial support (DANIDA, UNESCO UNICEF, and the World Bank). • Commitment of the government to provide better incentive for academic staff.	• High expectations from students, parents, teachers, and other stakeholders for delivery of quality teaching learning material. • Insecurity negatively affects textbook production and distribution. • Relevance of the curriculum to labor market needs.

The MoE and partners will implement the following strategies and activities to address the challenges and meet the set objectives defined above.

2.1.2 Interim Plan Strategies

The Curriculum Department will continue to improve the curriculum to make it more relevant to students' daily lives and Afghanistan's priorities for reconstruction and development. The focus will be on how students can use and apply the knowledge and skills learned.

Cross-cutting issues like human rights, gender equity, drugs (counter-narcotics), and awareness of HIV/AIDS, family planning, and environmental protection to promote education for sustainable development will be incorporated into all subjects.

Civil society, students, and parents will participate in consultations to further refine the curricula. Revisions will be based on results from the pilot testing of textbooks, the results of the new national standard assessment system, and research and evaluation of the effectiveness of the curriculum.

The Ministry will use the private sector to print and distribute textbooks and learning materials.

Provincial master trainers, science supervisors, and academic supervisors will receive training on the new curriculum. These individuals will then be responsible for introducing the new books to teachers and helping them to implement the curriculum correctly.

The curriculum will be incorporated into pre/in-service education programs.

To improve the quality of curricula developed for all ministry programs, an autonomous National Institute for Curriculum Development will be established in 1390 (2011). This institute will be responsible for the broad curricular policies of general and Islamic education and will also coordinate curriculum development for teacher education, technical and vocational education, and literacy education.

2.1.3 Description of Activities and Results to be Achieved

Development of a quality curriculum is a long-term endeavor. It needs to be based on new and emerging needs of society and modern scientific advances. There is therefore a need for regular study of such needs if the curriculum is to be responsive. The success of the curriculum depends on the quality of teaching in the classroom, student learning achievement, and skills that can facilitate employment. Curriculum development will be closely coordinated with the relevant departments and student learning achievement will be regularly tested.

2.1.3.1 Proposed Activities

1. Develop and Revise Curriculum, Textbooks, and Teacher Guides

The curriculum development department will study the needs of society regularly and conduct research on the curriculum (including gender audit) to: (a) increase the creativity and quality of the Islamic and general education curricula; (b) regularly evaluate curriculum implementation in schools; (c) revise the curriculum and syllabi of general education (primary and secondary); (d) revise the curriculum and

syllabi of Islamic education; (e) develop and revise general and Islamic education textbooks; (f) develop language textbooks for the third official languages; (g) develop the curriculum and materials for one year preschool education in collaboration with partners; (h) support the development of textbooks in Braille; (i) support the development of audio-visual dictionaries in sign language; (j) develop the curriculum and learning materials for students with special needs; (k) develop and revise teacher guides for all Islamic and general education subjects; (l) develop an adapted Afghan version of "Embracing Diversity – Toolkit for Creating Inclusive, Learning-Friendly Environments" in schools; and (m) develop and revise learning aid materials (charts, maps, models, grade, and subject specific questions sets and answer keys, etc).

2. Printing and Distribution of Textbooks and Learning Material

The publication department will: (a) print general and Islamic education textbooks as needed every two years; (b) support printing learning materials for students with special needs; (c) print teacher guides based on the number of teachers; (d) distribute textbooks to general and Islamic schools at the beginning of each school year; (e) equip general and Islamic schools and TTCs with libraries; and (f) develop a textbook distribution database to track the textbooks.

3. Develop and Implement Student Achievement Assessment System

The curriculum department, in close coordination with teacher education, general, and Islamic education departments will revise the regular examination system for general and Islamic schools, and develop and revise the national standard assessment system.

4. Capacity Building

The department will: (a) develop a comprehensive capacity development plan for the staff of the Curriculum Development and Publications Department; (b) provide each sub-department responsible for curriculum and textbook development with at least one specialist with a masters degree in a relevant curricular area; (c) train all administrative staff of the Curriculum Development and Publications Department in planning, monitoring, reporting, and office-related skills; and (d) train all master trainers and academic supervisors on the new curriculum annually.

5. Improve Management and Coordination

The MoE will: (a) review the rules, regulations, and guidelines for the Curriculum Development Department and revise as necessary; (b) establish a National Institute for Curriculum Development; (c) provide improved working conditions for all staff of the Curriculum Development Department; (d) develop and publish annual operational plans, quarterly, and annual reports; and (e) conduct a mid-year review of programs and projects each year and revise activities and projects as needed to achieve targets.

2.1.3.2 Expected Results

1. Regulations for academic cadre will be revised and approved.

2. Policy, standards, and guidelines for curriculum development and assessment of students' learning achievement will be developed/revised and gender sensitized.

3. The curriculum department will be transformed into the National Institute of Curriculum Development.

4. New textbooks for grades 1 through 12 of general education and grades 7 through 14 of Islamic education will be developed/revised based on the new curriculum. Vocational streams will be included in upper secondary grades.

5. New teacher guides for grades 1 through 12 of general education and grades 7 through 14 of Islamic education will be developed.

6. All teachers will receive orientation on the newly developed textbooks.

7. All students will have access to a complete set of textbooks at the beginning of the school year.

8. All teachers will have access to a complete set of teacher guide for the subject he/she teaches.

9. A national system for assessment of students' learning achievement will be implemented for grades 6, 9, and 12.

Sub-program 2.1: Objectives, Key Activities, Indicators, Baseline Data, and Targets (3 years)

Interim Plan Key Result Area	Strategic Objectives	Key Activities	Performance Indicators	Baseline 2010/11	Target 11/12	Target 12/13	Target 13/14	Priority 1- high 3- low
Strengthen quality of education	Improve quality of general and Islamic education	Conduct research on curriculum (including a gender audit)	Number of research projects carried out	1			1	1
		Assess curriculum implementation	Number of curricula assessed	1	1	1	1	1
		Revise curriculum and syllabi for general and Islamic education	Number of curricula revised	1			1	1
		Revise general and Islamic education textbooks and teacher guides and make these more gender sensitized	Number of general and Islamic textbooks revised	150	200	200	200	1
		Develop language textbooks for third official languages	Number of language textbooks for third official languages developed	36				1
		Develop learning material in brail	Number of learning materials in brail developed	1	1	1		3
		Develop audio-visual dictionary in sign language	Number of audio-visual dictionaries in sign language developed	1	1			2
		Develop curricula and learning material for students with special needs	Number of curricula for students with special needs developed		1	1		3
		Develop toolkits for inclusive education	Number of toolkits for inclusive education developed	1	1			2
		Develop and revise learning aid materials	Number of learning aid materials developed	20	20	20		3
		Print and distribute textbooks and teacher guides for general schools	Number of general education textbooks printed and distributed (millions)	41	36	40	42	1
		Print and distribute textbooks and teacher guides for Islamic schools	Number of Islamic education textbooks distributed (millions)	0.07	0.96	1.040	1.12	1
		Print learning materials for students with special needs	Number of learning materials for students with special needs printed			1	1	3
		Equip schools with libraries	Number of schools equipped with libraries	350	600	1,000	3,000	1
		Print and distribute learning-aid materials	Number of learning-aid materials printed and distributed (millions)		18	20	21	1
	Develop and implement student achievement assessment system	Develop and revise standards and system for students' learning achievement	Standards and systems developed		1		1	1
		Revise regular examination system	Regular examination system revised		1	1		1
		Pilot test learning assessment system	Pilot test learning assessment systems developed			1		2
		Conduct national learning assessment test	National learning assessment tests carried out			1	1	2
	Improve	Develop a compressive capacity development plan	Capacity development plans developed		1			2

		Scholarships for staff for MA degree	Number of staff used from scholarship	3	50	50	50	1
		Short-term training for admin and academic staff	Number of staff trained for short-term training	200	400	400	400	3
		Train master trainers and academic supervisors on new curriculum	Number of master trainers trained	5,00	2,000	2,000	2,000	1
		Review rules, regulations, and guidelines	Review sessions undertaken	1	1	1	1	2

Sub-program 2.2: Teacher Education

The goal is to develop the capacities of general and Islamic Education male and female teachers in order to improve the quality of classroom teaching and the learning achievements of students.

General Objectives by 2013

- Increase access of existing teachers and graduates of grade 12 to pre-service, in-service, and accelerated learning programs provided by TTCs and teacher resource centers to: (a) attract and train 36,000 existing teachers and enhance their education to grade 14 in the relevant subjects; and (b) attract and train 30,000 graduates of grade 12 (with 45 percent females) from the districts in need of professional teachers, and educate them through pre-service programs as professional teachers in needed subjects.

- Ensure that at least 70 percent of teachers have passed the national competency test.

- Put in place a continuous professional development system (including the teacher career ladder) for all teachers and administration staff. The system will include short-term in-service courses to meet changing needs.

- Provide incentives and dormitory facilities to attract students and teachers into district and provincial TTCs with priority given to female student teachers.

- Provide modern and quality textbooks and learning materials for students and teacher trainers in order to continuously improve the quality of teaching and improve students' learning achievements.

- Establish a system to improve the capacity of teacher trainers and the administrative staff of TTCs and the Teacher Education Department in order to improve the capabilities of teacher trainers, improve teaching, and enhance student learning achievements.

The program will redress past inequalities of educational opportunity and employment through a range of teacher education programs, targeting the needs of the most remote and neglected areas and populations, by providing access to quality education, vocational, and psycho-social counseling for boys and girls through well-trained teachers.

2.2.1 Rationale for the Program

In 2001, only four teacher training colleges were functional in four provinces with a total of 400 male students. Today, 38 teacher training colleges (at least one in each province) and 78 district teacher support centers are functioning, providing teacher education to more than 40,000 students/teachers. Only 27 percent of teachers meet the minimum required qualification of grade 14.

SWOT Analysis of Teacher Education

Strengths	Weaknesses
• Core leadership • Sound conceptual foundations • Good donor support and expertise	• Variability in the quality of implementing agencies • Very wide focus • Low levels of budget expenditure • Procurement and staff recruitment delays
Opportunities	Threats
• Building on the commitment of teachers • Capacity building of district level systems • Increasing teachers' sense of their empowerment • To develop clear understandings of best practice in classroom teaching • To develop the leadership skills of school principals	• Overly ambitious plans • Unsustainable systems • Insecurity threatens national coverage of TTC staffing and INSET programs

The MoE and partners will implement the following strategies and activities to address the challenges and meet the set objectives defined above.

2.2.2 Interim Plan Strategies

Teacher recruitment will be gradually decentralized and will be based on an identification of needs at the school and provincial level matched with each applicant's field of study and competencies.

The need for subject-matter teaching positions in upper secondary schools in each province will be communicated to universities for admissions-planning purposes.

Opportunities will be provided for existing teachers to enhance their level of education through in-service programs. In addition, special teacher training programs will be provided for females in remote areas that have a shortage of female teachers.

The General Education Department will identify and communicate the number of subject-matter teaching positions required in each school and district to the Teacher Education Department. Enrollment in both pre-service and in-service teacher training programs will then be based on these needs.

Grade 12 graduates from the districts will be enrolled in TTCs, based on a special examination that will be developed by the Ministry of Education in coordination with the Ministry of Higher Education.

A key strategy for increasing girls' enrollment is for the MoE to increase the number and quality of female teachers. In order to address these needs, the ministry will focus on increasing the number of women in in-service and pre-service programs by provision of incentives and establishing satellite TTCs in the districts. In addition, special teacher-education programs will also be provided for women who have an education lower than grade 12 in order to increase the number of female teachers in remote areas.

The Ministry of Education will encourage the support of the private sector in the establishment of TTCs.

To improve the quality of all of the ministry's teacher education programs, the Teacher Education Department will be transformed into a National Institute for Teacher Education. This institute will be responsible for teacher education for general and Islamic education and will coordinate with technical and vocational and literacy teacher education.

All teacher training colleges will be accredited based on the national standards. Regarding objectives, competency requirements, standards, and teacher education programs, coordination with the Ministry of Higher Education will be improved in order to align teacher education programs in higher education institutions with the curriculum requirements of the Ministry of Education.

Inclusive education concepts and strategies will be included in the teacher education curriculum so that teachers will be able to make classrooms more inclusive and child-friendly.

The MoE will use national and international partners for delivery of the teacher education program to address supply constrains.

2.2.3 Description of Activities and Results to Be Achieved

This sub-program is designed to strategically address issues of access to education by improving the quality, access, and equity of education through improved teacher training, which subsequently builds the human capacity of the nation for economic development.

2.2.3.1 Proposed Activities

1. Equal Access to Teacher Education

The teacher education department will: (a) increase the number of TTCs to 42; (b) establish one TTC satellite as a teacher resource center in each of 221 districts; (c) educate 66,000 teachers (30,000 in pre-service and 36,000 in in-service) in TTCs for different subject matters, preschool, and inclusive education; and (d) register all newly established private TTCs and provide support to them.

2. Construction of Teacher Education Facilities

The MoE will: (a) construct and equip new TTC complexes; (b) construct satellite TTCs in districts (multi-purpose buildings); and (c) construct and equip dormitories for TTCs in order to provide a conducive learning environment.

3. Establishment of Teacher's Professional Development System

The MoE will: (a) train all teachers through INSET-1, 2, and 3; (b) train 50 percent of teachers through INSET-4; (c) provide distance teacher education through radio, television, and CDs; (d) conduct teacher competency tests for all teachers; (e) provide training to school administrators in the capital and provinces on school administration and technical support for teachers; (f) keep the district teacher resource centers functioning in each district; and (g) put in place a system of continuous support to teachers and schools.

4. Reaching the Underserved: Incentives for Student Teachers and Teacher Trainers

The MoE will provide: (a) regional incentive salaries for 20 percent of TTC educators in provinces and districts with low numbers of qualified teacher educators; (b) incentives of US$60 for 2,700 female student teachers from districts with low female enrolment; and (c) dormitory facilities for all eligible female student teachers in pre-service programs and eligible male student teachers in TTCs at provincial and district levels.

5. Curriculum Research and Textbook Development and Revision

The MoE will: (a) complete development of all textbooks based on the new teacher education curriculum, in coordination with the general education curriculum; (b) print and distribute textbooks will to all teacher education students; (c) revise the educational materials for short-term training courses for school administrators, based on need; (d) develop new educational materials based on identified needs and an assessment of teacher competencies; (e) develop, translate, and broadcast new audio-visual programs; (f) regularly administer teacher competency tests to increase rank and level of salary of teachers and school administrators; and (g) conduct research on curriculum, delivery of teacher education program, and teachers competency to identify the challenges, best practices, and ways to improve the quality and relevance of the programs.

6. Capacity Building of Teacher Educators and Staff

The MoE will: (a) train teacher educators of the TTCs and their branches in the National Teacher Education Academy to improve their qualifications and skills; (b) provide scholarships to staff for masters degree programs to enhance academic proficiency; (c) support grade 14 female teachers to upgrade their qualification to a bachelors degree level; (d) train Teacher Education Department staff in the capital; and (e) train TTC administrators in English language, computer skills, and management.

7. Management and Coordination

(a) An accreditation system for teacher training institutes will be developed; (b) the rules, regulations, and guidelines for the Teacher Education Department will be reviewed and revised as necessary based on teacher education reforms; (c) the Teacher Education Department will be transformed into the National Institute for Teacher Education; (d) proper working spaces and administrative equipment will be provided for all staff of the Teacher Education Department; (e) a teacher training database will be developed and systematically used to monitor the professional development of teachers; and (f) annual operational plans, and quarterly and annual reports for the Teacher Education Department will be developed and published.

2.2.3.2 Expected Results

1. Better access to teacher education will be ensured through increasing the number of teacher training centers to 42 and the number of district teacher support centers to more than 220.

2. At least 66,000 of teachers (40 percent female) will obtain TTC qualifications (grade 14) through in-service and pre-service programs in all districts of the country.

3. Eleven TTC complexes and dormitories and 90 district teacher training support centers will be constructed.

4. At least 130,000 teachers will be trained in short-term training courses (INSET).

5. Approximately 1,200 new TTC faculty will be recruited (70 percent female) and 1,000 faculty members of TTCs will complete post-graduate degree programs.

6. Ten thousand female teachers will graduate from a university program and 3,000 will be employed as early childhood educators.

7. Distance education packages and school counseling training program for teachers will be developed.

8. Seventy percent of teachers will successfully pass the teacher competency test.

Sub-program 2.2: Objectives, Key Activities, Indicators, Baseline Data, and Targets (3 years)

Interim Plan Key Result Area	Strategic Objectives	Key Activities	Performance Indicators	Baseline 2010/11	Target 11/12	Target 12/13	Target 13/14	Priority 1- high 3- low
Strengthen quality of education	Improve teacher qualification	Equip teacher training center (TTC)	Number of TTCs equipped		4	4	4	2
		Establishment of satellite TTCs at district level	Number of satellite TTCs established	14	33	34	33	3
		Train pre-service and in-service	Number of teachers trained	42,000	19,000	22,000	25,000	1
		Train teachers in INSET-1	Teachers trained in INSET-1	55,000	30,000	25,000	20,000	1
		Train teachers in INSET-2	Teachers trained in INSET-2		40,000	30,000	30,000	1
		Train teachers in INSET-3	Teachers trained in INSET-3		20,000	35,000	35,000	2
		Train teachers in INSET-4	Teachers trained in INSET-4		10,000	30,000	30,000	3
		Broadcast audio-visual material and distance education programs	Number of audio-visual materials broadcasted		900	900	900	3
		Teacher education through distance learning	Number of teachers trained		20,000	20,000	20,000	3
		Training of school administrators	Number of school administrators trained		39,000	39,000	39,000	1
	Provide suitable environment for teacher training	Constructing complexes for TTCs	Number of complexes for TTCs constructed		3	4	4	1
		Constructing district teacher-training support centers	Number of district teacher-training support centers constructed		20	30	40	2
		Constructing dormitories with cafeterias for TTCs	Number of dormitories with cafeterias for TTCs constructed		3	4	4	1
	Incentive for students and instructors	Regional incentives for instructors	Number of instructors using regional incentives		730	730	730	1
		Incentives for female students	Number of female students using regional incentives		2,700	2,700	2,700	1
	Development of curricula and textbooks for teachers	Development and revision of textbooks for TTCs	Number of textbooks for TTC revised		270		270	1
		Printing and distribution of textbooks for TTCs	Number of textbooks printed and distributed (million)		1	1	1.1	1
		Development of training materials for school administrators	Training materials for school administrators developed		1		1	2
		Printing of training material for school administrators	Number of training materials for school administrators printed		39,000	39,000	39,000	2
		Development of training material for INSET-1-4	Training materials for INSET-1-4 developed		4		4	1
		Development of audio-visual material for distance education (programs)	Audio-visual material for distance education developed		4		4	3
	Improve coordination and management	Develop TTC accreditation system	TTC accreditation system developed		1			2
		Develop standard test for TTC students	Standard test for TTC students developed		1			1
		Analyze test results and record in database	Test results recorded in database and analyzed		1	1	1	1

Sub-program 2.3: Science and Technology Education

The goal is to develop the basic capabilities of teachers and schools to set up, maintain, and use science and technology laboratories and materials in order to improve the quality of teaching of science and technology.

General Objectives by 2013

- Provide labs and science kits and other learning materials to general and Islamic schools.
- Train science/mathematics and ICT teachers on how to use laboratories and other locally available teaching aids in teaching science and mathematics and in conducting experiments.

2.3.1 Rationale for the Program

The implementation of the national curriculum requires science kits and science laboratories to facilitate experiments and illustrate science and math theories and concepts in practice, thus improving learning achievements. The schools and teachers require skill and knowledge to set up the school science labs and perform scientific experiments that form part of the curriculum.

2.3.2 Interim Plan Strategies

A national center of science and technology education, with satellites in every province, will be established in order to assess and support students' learning achievements in science and technology.

2.3.3 Description of Activities and Results to Be Achieved

The science center and its satellites will: (a) support teachers and schools in setting up science and math labs; (b) orient teachers in the use of lab equipment and materials as part of science/math and ICT teaching; (c) develop and produce science experiment guides; (d) establish and execute a systematic mechanism for supervision, monitoring, and evaluation of science/math and technology teaching and learning; (e) carry out research on recent developments in science/math and ICT subjects and teaching methods; and (f) provide input for improving teaching and learning.

2.3.3.1 Proposed Activities

A national center for science and technology education will be constructed in Kabul. The initial design and assessment has been carried out and the government of China has shown interest in funding it. Provincial satellite science centers will also be constructed and equipped. A survey will be conducted to identify school lab requirements. Science and math kits and labs will be procured locally and supplied to schools. A lab technician will be assigned in each school to maintain the lab. Science and math experiment guides will be developed for primary and secondary grades. Lab technicians will be trained to set up and maintain the labs. Science and math teachers will be trained in application of lab experiments. High-quality training programs will develop the capacities of the staff center, provincial satellites, school lab technicians, and science/math and ICT teachers in science and technology education.

2.3.3.2 Expected results

1. Fifteen provincial science centers will be constructed.

2. At least 1,050 schools and 96 Islamic schools will be equipped with biology, chemistry, physics, and math labs

3. Approximately 4,200 lab technicians will be trained in laboratory maintenance.

4. Fifteen thousand science and math teachers will be trained in lab equipment usage and conducting lab experiments.

Sub-program 2.3: Objectives, Key Activities, Indicators, Baseline Data, and Targets (3 years)

Interim Plan Key Result Area	Strategic Objectives	Key Activities	Performance Indicators	Baseline 2010/11	Target 11/12	Target 12/13	Target 13/14	Priority 1- high 3- low
Strengthen quality of education	Improve quality of education	Constructing national science and technology centers	Number of national science and technology centers constructed		1			1
		Constructing science and technology centers for provinces	Number of science and technology centers for provinces constructed		5	5	5	2
	Equip schools with science lab and kits	Purchasing laboratories for biology, chemistry, and physics for general schools	Number of laboratories equipped	240	350	350	350	1
		Purchasing laboratories for biology, chemistry, and physics for *madrasas*	Number of laboratories equipped		32	32	32	1
		Providing science kits for general schools	Number of science kits for general schools provided	250	500	500	500	1
		Providing science kits for Islamic schools	Number of science kits for Islamic schools provided		42	42	42	1
		Libraries for TTCs	Number of libraries for TTCs		15	15	15	1
	Training of lab technicians and science teachers	Training of lab technicians	Number of lab technicians trained		1,400	1,400	1,400	1
		Training of science teachers	Number of science teachers trained	1,300	5,000	5,000	5,000	1

Program 3: Technical and Vocational Education and Training

The goal is to provide relevant and quality technical and vocational education for both males and females to enable them to meet the requirements of the labor market in Afghanistan and the region, and to contribute to the equitable and balanced development of the country.

General Objectives by 2013

- Increase access to technical and vocational education and training (TVET) by increasing the number of TVET regional institutes from 16 to 24, TVET provincial schools from 46 to 61, and establishing 87 TVET district schools.
- Increase enrollment and training of TVET students from 29,600 to 63,700 (30 percent girls).
- Develop basic skills of teachers (male and female) to improve the quality of teaching and increase learning achievements of students so that at least 30 percent of teachers will pass the national competency test and at least 60 percent of TVET teachers will be using active teaching techniques.
- Develop modern quality curricula and learning materials, relevant to the labor market needs, to improve teaching and increase students' learning achievements.
- Construct and equip 136 new schools and TVET centers and 24 dormitories according to modern TVET standards.
- Train administrative staff of TVET in planning, monitoring, reporting, and office-related skills.
- Gradually reform and modernize TVET to address weaknesses in organization, systems, procedures, and decision making.

Building upon the success of the existing National Skills Development Program (NSDP), this program will contribute to the socioeconomic recovery of Afghanistan through the development of a national TVET system that is responsive to labor market needs and provides Afghan women and men with the knowledge and skills for decent and sustainable work.

3.1 Rationale for the Program

In 2001, 34 semi-functional TVET schools were providing education to only 1,500 male students. Today, more than 29,000 students (15 percent female) are enrolled in 61 TVET schools and institutes. The intake capacity of the TVET schools is very low and fewer than 2 percent of the general education grade 9 graduates can be enrolled in TVET schools. There is a lack of skilled labor and technical staff in the market.

SWOT Analysis of TVET

Strengths	Weaknesses
- High motivation - Offering a wide range of qualifications such as certificates and diplomas - Private sector potentially has capacity and own interest to provide funding and expertise - International donor communities in favor of assisting in VET and TVET - Some VET and TVET activities have potential to be financial sustainable	- General lack of competence in government institutions - Current concentration in urban areas - Many VET projects running parallel to government structures, without coordination - Collaboration with government actors is formally established at the highest ministerial levels, but is not well reflected downwards in the ministries - Lack of a coherent national TVET strategy - TVET provision is fragmented across the various ministries/actors - Poor quality of existing training, as training tends to be theoretical, training facilities dilapidated, programs time-based rather than competency based, lack of skills standards, lack of quality control mechanisms like accreditation, and absence of a national technical teacher training facilities) - Training not related to needs of the labor market, supply-driven system, curriculum outdated and theoretical, little industry input in the formation of curriculum - Poor job placement initiatives and partnerships with the industry and the

	business sector
	• EMIS reports five TVET/MoE schools having no buildings and in eight schools there is no information about buildings[53]
	• Weak institutional arrangements for planning, managing, regulating, and financing training opportunities[54]
	• Centralized system and a lack of institutional autonomy in TVET institutes
Opportunities	**Threats**
• Private sector potentially has the capacity and interest to provide funding and expertise • International donor communities more in favor of assisting in VET and TVET • Market needs for qualified technical staff	• General threats due to current insecurity and war • Bureaucratic, nepotistic, old-fashioned, and inefficient structures • Questions related to trainability of entrants to TVET • TVET sub-sector is considered expensive in terms of investments and running costs • The sub-sector suffers from perception that main stakeholders consider other education sub-sectors to be more directly relevant, for instance to MDG and EFA targets • Low status in society as more and more emphasis is put on academic fields.

The MoE and partners will implement the following strategies and activities to address the challenges and meet the set objectives defined above.

3.2 Interim Plan Strategies

Provision of TVET will be based on labor market needs. The MoE, in cooperation with the Ministry of Labor and Social Affairs, will conduct a study of the labor market. The labor market needs assessment results will inform the TVET school curriculum and programs. A key strategy of the program will be to encourage the private sector to invest in technical and vocational education. In close coordination with the ministries of finance and trade, the Ministry of Education will seek to establish MoUs with major industries (e.g. business, mining, construction, manufacturing) to set up training units within their industries (or in major companies) where grade 9 graduates can enroll and obtain vocational training.

Involvement of the industry and the business sector should play a vital role, *inter alia*, in: (a) providing advice to the government and education providers on its skills needs; (b) participating in the development of standards, criteria, and assessments; (c) providing job placements and recruitment opportunities for students; (d) providing industrial placements for teachers; and (e) assisting with the provision of equipment, tools, and materials.

The MoE will pay special attention to enrollment of girls in TVET schools and institutes and, through public awareness programs and provision of fields that may be more attractive to girls, increase their enrollment. In addition, dormitory facilities will be provided to attract students from rural areas and poor families, especially girls. The MoE will also begin work toward a policy of establishing one TVET school in each district in order to increase access to TVET for all boys and girls. Initially, the general school building will be used in the second shift,[55] where applicable, for establishing and running TVET programs. This strategy will facilitate quick expansion of the TVET, cost-effective service delivery, and less investment in infrastructure.

3.3 Description of Activities and Results to Be Achieved

Building on the lessons learned and recommendation of the National Skills Development Program (NSDP), TVET will be reformed to meet the market requirements for technical staff. The intake capacity of TVET schools and institutes will be increased.

3.3.1 Proposed Activities

1. Increase Access to TVET

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[53] EMIS July 2009, p. 100.
[54] From MoE/TVET and UNAMA's Overview of Skills Development Sector with Assessment of Funding Requirements.
[55] In some rural districts, general schools are used only in the morning shift and there is a possibility of running TVET in the second shift using the same school infrastructure.

The department will launch public awareness programs to: (a) increase enrollment in TVET; (b) increase the number of TVET regional institutes; (c) increase the number of TVET provincial schools;[56] (d) establish TVET district schools to bring training facilities closer to girls; (e) establish TVET schools for children with disabilities; (f) increase enrollment in TVET schools and institutes (30 percent girls); (g) encourage the private sector to invest in TVET and activate at least private TVET institutes; and (h) develop legislation and sign a memorandum of understanding with private industry for provision of vocational training to grade 9 graduates.

Where applicable, the TVET schools and institutes will run in two shifts to accommodate enrollment of more students. In partnership with the private sector and other national programs, practicums and internships will be facilitated to TVET students. This will help improve skills development and enhance the employability of graduates.

2. Construction of TVET Schools and Institutes

New TVET institutes and schools will be constructed at the provincial level. TVET schools will also be constructed at the district level. In districts where general schools have adequate buildings and are not used for general education during the second shift, those schools will be used during the second shift to accommodate TVET students (instead of constructing new buildings). Dormitories will be constructed to facilitate enrollment of students from remote areas.

3. Student Services

Dormitory facilities and food will be provided to facilitate enrollment of students from rural areas.

4. Develop Curriculum and Learning Material

The department will conduct research on labor market needs to establish new fields of study and design TVET curricula and materials. Its development process will include mainstreaming and coordination with the Ministry of Labor, Social Affairs, Martyrs, and the Disabled and the Ministry of Higher Education, under the umbrella of the Afghanistan National Qualifications Authority (ANQA), an Afghanistan National Qualifications Framework (ANQF), and its forthcoming Technical and Vocational Education and Training Board.

The MoE will also: (a) develop new curricula for the fields of computer technology, banking, business administration, economics and hotel management; (a) revise the curricula for management, radio and television, road construction, machinery repair, accounting, and civil engineering; (c) develop new textbooks and learning materials for different TVET fields; (d) print and distribute textbooks and learning materials for all students; (e) equip TVET schools with basic equipment and ensure that 30 percent of students have access to such facilities; and (f) develop and implement a national standard examination for each TVET subject.

5. TVET Teacher Education

The department will: (a) develop short-term training programs and a technical support system for TVET schools; (b) provide in-service, short-term training on teaching methodology for all teachers; (c) enhance the education level of 150 teachers from grade 14 to bachelors level using the country's universities; (d) administer the national competency test for all TVET teachers; and (e) initiate specialized and tailor-made training for faculty development.

6. Academic Supervision

The department will: (a) Revise the system for the supervision of TVET schools; (b) train supervisors in the new supervision system; and (c) academically supervise the TVET institutes and schools at least three times per year. Based on the findings from academic supervision, recommendations will be developed to improve provision of TVET.

7. Management and Coordination

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[56] The courses provided by TVET will be based on market needs and a survey of domestic enterprises and labor force priorities.

The department will: (a) revise all policies, regulations, and guidelines pertaining to TVET, gradually provide more autonomy to TVET institutes, and contribute to the development of a national TVET strategy together with the other actors; (b) provide capacity-building programs for all administrative staff of the program and school administrators and 50 TVET supervisors; (c) develop and publish annual operational plans, and quarterly and annual reports for the Technical and Vocational Education Department each year; (d) develop a database for TVET; and (e) hold quarterly coordination meetings with other TVET stakeholders.

3.3.2 Expected Results

1. TVET coverage of regional institutes will be expanded from 16 to 18.

2. Number of provincial schools will be increased from 46 to 54.

3. Sixty-five new district TVET school will be established.

4. Thirty-two TVET schools/institutes will be constructed.

5. Four dormitories will be constructed.

6. Curriculum for the new fields based on market needs will be developed.

7. At least 750 teachers will be trained in country and abroad.

8. Management capacity of the department will be improved and gradual institutional reforms will be initiated at school level.

Program 3: Objectives, Key Activities, Indicators, Baseline Data, and Targets (3 years)

Interim Plan Key Result Area	Strategic Objectives	Key Activities	Performance Indicators	Baseline 2010/11	Target 11/12	Target 12/13	Target 13/14	Priority 1- high 3- low
Expanding quality technical education	Increase access to TVET	Launch public awareness programs to increase enrollment in TVET (particularly for girls)	Public awareness programs launched		1	1	1	3
		Increase the number of TVET regional institutes	Number of new TVET regional institutes established	5	0	1	1	1
		Increase the number of TVET provincial schools	Number of new TVET provincial schools established	8	2	3	3	1
		Establish new TVET district schools	Number of new TVET district schools established	24	21	22	22	1
		Establish new TVET schools for children with disabilities	Number of new TVET schools for children with disabilities established		1	1	1	2
		Increase enrollment in TVET schools and institutes	Number of TVET students	29,600	40,900	52,700	63,700	1
	Provide suitable environment for TVET	Construction of complexes for TVET	Number of complexes for TVET constructed		1	4	5	1
		Construction of TVET schools at the district level	Number of TVET schools at the district level constructed		4	8	10	1
		Renovation of TVET complexes	Number of TVET complexes renovated		8	10	10	1
		Construction of dormitories with cafeterias for TVET schools	Number of dormitories with cafeterias for TVET schools constructed		1	1	2	1
	Development and revision of curriculum	Development and revision of textbooks for different fields based on market-needs assessment	Number of textbooks for different fields developed	100	100	100	100	1
		Printing of textbooks for different fields	Number of textbooks for different fields printed (millions)	0.4	0.4	0.5	0.6	1
		Equipment of technical and vocational centers	Number of technical and vocational centers equipped	20	20	30	30	2
	Increase qualification of teachers	Training of teachers (in country)	Number of teachers trained in country		150	150	150	1
		Training of teachers (abroad)	Number of teachers trained abroad		100	100	100	3
	Improve academic supervision	Revision of system for the supervision of TVET schools	Systems for the supervision of TVET schools revised		1		1	1
	Improve management and coordination	Revision of all policies, regulations, and guidelines of TVET with an aim to develop a coherent national TVET system	Policies, regulations, and guidelines of TVET revised		1	1	1	1
		Recruitment of international technical advisors	Number of technical advisors recruited		10	10	10	2
		Recruitment of national professionals	Number of national professionals recruited		10	10	10	2

	3		Recruitment of technical coordinators	Number of technical coordinators recruited		10	10	10	3

Program 4: Increasing Literacy Levels

The goal is to increase literacy rates across all groups of men and women aged 15 and above, enabling them to attain further education or to pursue technical and vocational skills, in order to contribute to their communities, society, and the economy.

General Objectives by 2013

- Increase the national literacy rate of the population, aged 15 and above, from the current level of 26 percent (12 percent female/39 percent male) in 2009 to 40 percent (31 percent female/48 percent male).
- Provide literacy courses for 2 million literacy learners (at least 60 percent women).
- Enhance the standard learning achievements of graduates from 50 percent to 65 percent.

This program supports the education sector goals outlined in the Afghanistan National Development Strategy (under the sub-sector of skills development), which calls for a well-educated nation characterized by a literate population and a skilled labor force. Through this programmatic component, the Government of Afghanistan demonstrates its commitment to meeting the Afghanistan-modified Millennium Development Goals (AMDGs). These posit the implementation of priority programs, among which literacy is highlighted.

4.1 Rationale for the Program

"A large majority (74 percent) of the population aged 15 years and over is illiterate, with female and male illiteracy at 88 percent and 61 percent, respectively" (NRVA 2008/09). Illiteracy is a fundamental and obvious constraint to pursuing opportunities in education, knowledge-building, and skills development. This is highlighted by recent data on educational attainment in Afghanistan, which reveals: "Only 17 percent of the population, aged 25 and over, has attended any formal education; the corresponding figure for women is 6 percent."

SWOT Analysis of Literacy Levels

Strengths	Weaknesses
- High motivation of learners, particularly women - Sustained support from some donors and international organizations - Many international organizations and NGOs capable of providing literacy programs and able to penetrate areas where GIRoA/MoE has limited access - Large numbers of women beneficiaries - Promotes Afghanistan's goals of increasing gender equity as literate women can take a more active role in civil, political, professional, and community affairs - Literate persons promote education for their sons/daughters - Increased long-term potential for labor market development - Literacy combined with skills-development, such as in the NSDP program, seems to be yielding a significantly greater impact than providing literacy only - Integration of literacy and skills development is also being promoted by UNESCO and UN-Habitat through their programming	- Weak MoE capacity (to execute and manage, supervise, monitor, and coordinate programs). Lack of a database - Not utilizing existing schools as support hubs for literacy - Imbalance of access: under-served remote communities not benefiting - Inadequately resourced at all levels[57] - MoE-approved literacy curricula not enforced - No clear means of assessing literacy skills - Shortage of literacy tutors; teacher training weak and not standardized - Better advocacy campaigning required - Weak linkages to further opportunities through accreditation and bridging programs. - Multiple curricula and modalities. Lack of post literacy support - Literacy teachers drain small pool of qualified teachers - Lack of facilities for literacy departments at the provincial and district levels.[58] - No budget for construction of community learning centers - Insufficient emphasis on quality of learning
Opportunities	Threats
High motivation of learners	Insecurity and war

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[57] MoE Deputy Ministry of Literacy Annual Report for 1388; cited in "Challenges" section, p. 4 (Dari version).
[58] Ibid.

• Work of UNESCO-supported LIFE program and a national coordination mechanism • Lessons to be learned from other countries • Use of consultants or technical assistance (TA) to raise management capacity • The comprehensive curriculum review (starting in June 2010) • Literacy Information Management System to assist in management, tracking, and M&E • UNESCO, JICA, and MoE exploring ways in which literacy learning can be accredited or applied towards further educational or vocational opportunities	• Questions related to quality of learning/literacy skills gained by literacy learners (learning achievements). • Literacy courses expensive in terms of investments and running costs (US$100/ learner and US$600 if combined with technical/vocational skills through the NSDP program) • Little perceivable benefits in terms of immediate future opportunities – either work or educational • If more effective follow-on/maintenance programming is not provided, those who acquired literacy will lose their skills

The MoE and partners will implement the following strategies and activities to address the challenges and meet the set objectives defined above.

4.2 Interim Plan Strategies

The MoE plans to strengthen public awareness programs and use other resources like the media (particularly Education Radio and Television), mosques, religious *ulema*, and general schools to promote literacy.

The concentration of literacy courses will shift from urban to rural areas and attention will be paid to groups with special needs, including people with disabilities and Kuchis. The learning materials will be revised and the contents will be made more relevant to people's lives and their occupational needs.

The ministry will develop and put in place a standard system to assess the learning achievements of literacy learners to ensure that literacy courses are effective and learners have acquired reading, writing, and numeracy capabilities.

Non-government organizations and public organizations will be encouraged to continue implementation of literacy courses but the literacy department will strengthen its coordination and leadership capacities to monitor and support these programs. In close consultation with partners, MoE will develop a transition strategy. MoE will develop the ToRs for delivery of literacy programs and will request donors and implementing partners to fund and implement MoE-designed literacy programs. In addition, MoE will develop in-house capacity and assume responsibility for implementation of literacy programs.

General education schools will be used as literacy support centers to hold literacy courses, and to help solve literacy-related problems in their respective areas. One literacy teacher will be assigned to each rural school as a focal point for literacy. Mosques will serve as learning spaces and imams will also be contracted as literacy teachers, as appropriate.

A comprehensive literacy information system will be developed to include information on literacy courses provided by the literacy department and other public and NGOs.

4.3 Description of Activities and Results to Be Achieved

The proposed program, and achieving the goals thereof, is a priority for the Ministry of Education as stipulated in the draft National Education Strategic Plan (NESP-2: 2010-2014) and in the first National Educational Strategic Plan (NESP-1: 2006-2014). Both strategies place a key emphasis on literacy and the achievement of Afghan-modified MGD literacy goals.

4.3.1 Proposed Activities

1. Increase Equitable Access to Literacy Courses

The literacy department will: (a) conduct public awareness campaigns through the media, mosques, and schools on the benefits of literacy; (b) attract and equitably educate 1.8 million learners; (c) establish 10,000 literacy hubs in general education schools and 1,000 centers in mosques; (d) establish 109 community learning centers (CLCs); (e) establish outreach literacy courses in the target areas as needed;

and (f) encourage other institutions (public and private) to conduct literacy courses for existing staff. The literacy department will coordinate with other ministries and private sector industries to provide literacy courses for their own employees, and the MoE will provide curriculum support.

2. Construction of Community Learning Centers

At least 120 community learning centers will be constructed in the rural districts to serve as centers to facilitate provision and coordination of literacy program at the district level.

3. Curriculum and Learning Material Development and Revision

The department will: (a) conduct ongoing research on the effectiveness of the literacy curriculum for the purpose of program revision; (b) review and revise curriculum and textbooks for all literacy programs and make these target-group oriented (i.e. specific literacy books for women); (c) print and distribute 3.3 million textbooks for learners; (d) provide follow-up learning materials for at least 50 percent of learners; and (e) develop and implement a standard assessment system for issuance of certificates for literacy learners.

4. Training of Literacy Teachers and Literacy Supervisors

The department will: (a) develop the curriculum and learning materials for training of literacy teachers and supervisors; (b) establish a literacy teacher education institute; (c) train 900 master trainers in provinces and districts annually; and (d) provide refresher courses each year to all literacy teachers on teaching methodology and literacy subject matter.

5. Academic Supervision

The department will: (a) develop a new system to supervise the activities of the literacy program; (b) train 900 literacy supervisors; (d) supervise the literacy courses academically; and (e) establish a standard system to measure students' learning achievements after completion of each course.

6. Coordination and Management

The department will: (a) establish the high literacy commission; (b) revise policies, regulations, bylaws, and guidelines of the literacy program; (c) train and enhance the capacity of all administrative staff; (d) develop and publish annual operational plans, as well as quarterly and annual reports for the literacy department; and (e) establish a literacy database.

4.3.2 Expected Results

1. Literacy curricula will be revised and modified for various beneficiary groups.

2. Approximately 18,000 literacy teachers will be provided with short-term training.

3. Skills and capacities will be enhanced for 900 supervisors.

4. More than 36,000 literacy courses will be established.

5. Acquisition of functional literacy will be attained for 1,800,000 adults.

6. At least 120 community learning centers will be established to coordinate local literacy programs.

Program 4: Objectives, Key Activities, Indicators, Baseline Data, and Targets (3 years)

Interim Plan Key Result Area	Strategic Objectives	Key Activities	Performance Indicators	Baseline 2010/11	Target 11/12	Target 12/13	Target 13/14	Priority 1- high 3- low
Increase literacy levels	Increase enrollment	Conduct public awareness campaigns through the media, mosques, and schools on the benefits of literacy	Public awareness conducted	1	1	1	1	2
		Attract and equitably educate learners	Number of learners educated	500,000	550,000	600,000	650,000	1
		Establish community learning centers	Number of CLCs established	31	34	36	39	1
		Establish outreach literacy courses throughout the country	Number of outreach literacy courses established		11,000	12,000	13,000	1
		Vocational training equipment and material for courses	Number of courses equipped	738	1,485	2,223	2,970	1
	Construction of community learning centers (CLCs)	Construction of CLCs	Number of CLC constructed	2	35	40	45	1
	Development and revision of literacy learning materials	Development and revision of literacy books and teacher guides (target group-oriented)	Literacy books and teacher guides revised	28	28	28	28	2
		Printing and distribution of textbooks for literacy and skills and teacher guides	Number of books printed (millions)	1.1	1.1	1.1	1.1	1
		Literacy support learning material	Number printed	275,000	275,000	275,000	275,000	3
	Training of literacy teachers and supervisors	Literacy teacher education	Number of teachers trained	6,000	6,000	6,000	6,000	1
		Training of literacy supervisors	Number of literacy supervisors trained	900	900	900	900	1
	Improve management and coordination	Establishment of high literacy commission	High literacy commission established		1			1
		Revise policies, regulations, bylaws, and guidelines of the literacy program and implement institutional reform	Literacy policies and regulations revised		1		1	1
		Establish literacy database	Literacy database established		1		1	2

Program 5: Education Governance and Administration

This program has two sub-programs: education administration development and strategic management development

Sub-program 5.1: Education Administration Development

The goal is to provide effective, efficient, and transparent support services and facilities for the successful implementation of education programs throughout the country.

General Objectives by 2013

- Reform administrative, executive, and recruitment structures; and train, evaluate, reward, and effectively manage ministry personnel according to administrative reform norms and modern management to enhance the efficiency of personnel and administration in implementing education programs.
- Implement education programs through the development of an effective and transparent financial system with the capacity to implement program budgeting in the capital and provinces; facilitate timely payments; and provide analytical financial reports for better decision-making.
- Develop a transparent and efficient procurement and logistics system throughout the country to provide timely procurement and logistic services to education programs.
- Introduce and mainstream ICT in the Ministry of Education to enhance the efficiency and effectiveness of personnel and education offices in successful implementation of education programs.
- Develop an efficient and effective system for design, quality control, and maintenance of education facilities throughout the country in order to support provision of proper, conducive, and safe learning and administrative spaces for all students and educational staff.
- Provide timely support services to all staff and offices of the ministry.
- Acquire the land and title for the construction of all educational institutes and register all land and buildings in a central database.
- Establish a security awareness system and improve coordination with communities and security departments in order to prevent security incidents and protect education offices, institutes, the staff, and students.

5.1.1 Rationale for the Program

In 2001, the education system was providing education services to fewer than a million children, with a very weak administration system. After the fall of the Taliban, the new administration inherited a defunct system. Today, the reach of education services has increased seven-fold, providing access to education to nearly 7 million children across the country. Administrative reform and new pay and grade scales are being implemented. AFMIS, HRMIS, payroll, and procurement systems are used for effective service delivery and monitoring performance.

The demand for education is high and more students are expected to enroll in schools over the next three years. Therefore, support services such as human resource recruitment and training, finance and procurement systems, and support for construction of education infrastructure need to be expanded to support effective delivery of education services.

The MoE and partners will implement the following strategies and activities to address the challenges and meet the set objectives.

5.1.2 Interim Plan Strategies

The existing administrative processes and procedures are generally old, convoluted, and cumbersome. The MoE will develop and adopt reforms in administrative processes and procedures and make them

simpler and shorter. Special attention will be given to the satisfaction of clients of services and facilities, and complaints will be thoroughly addressed.

The ministry will use information communication technology (ICT) to enhance the efficiency of the administration. Administrative systems at the central and provincial levels will be computerized.

Decentralization and delegation of more authority to district and provincial education departments (PEDs) is one of the main strategies of the ministry. PEDs will carry out staff recruitment and prepare the annual operational plans and budget.

Public financial management will be strengthened using AFMIS and BPET at the national and provincial levels for more transparent budget planning and implementation. Donors will be encouraged to channel assistance through the core development budget. This will enable the ministry to allocate budgets to urgent priorities, address provincial disparities, and increase aid effectiveness.

The ministry will make optimal use of community and private sector capacities in providing facilities and support services. The process of selecting contractors/implementers will be open and transparent. The ministry will supervise the activities of implementers.

Education infrastructure will be constructed based on MoE policy and standards using local construction companies and local *shuras*. School design will be child-friendly and accommodate the needs of all children including children with disabilities.

To ensure efficiency and cost effectiveness in construction projects, the ministry will ensure that local resources and materials are used to the greatest extent possible. More construction projects will be allocated to provinces where the student-classroom ratio is higher or where useable buildings do not exist.

The capacity of staff and institutions for enhancement of quality and effectiveness, particularly at provincial levels, will be continuously increased. The MoE will also develop and implement a system to assess the competency of employees. Particular attention will be paid in all aspects of educational administration to providing services and staffing in an equitable and just manner, especially to deprived provinces and districts.

5.1.3 Description of Activities and Results to Be Achieved

5.1.3.1 Proposed Activities

1. Administrative Reform and Human Resource Development

The HR department will: (a) implement the new *Tashkeel* based on public administration reforms at the central, provincial, and district levels; (b) restructure the organization of the ministry, as necessary, based on a needs assessment; (c) gender sensitize ministry positions; (d) recruit all staff of the ministry under the new pay and grade system based on open competition and merit; (e) develop a comprehensive capacity-building strategy and plan and train at least 50 percent of ministry staff in relevant professional subjects and general subjects like English, computer skills, management, human rights, gender, environmental protection, and counter-narcotics; (f) develop and implement an annual performance appraisal system and reward staff based on the assessment results; and (g) develop and implement a comprehensive human resource management information system (HRMIS).

2. Financial System Development

The finance department will: (a) develop and submit annual integrated program budgets (ordinary and development) that specify national and provincial budget allocations based on annual plans; (b) make timely payments at central and provincial levels; (c) update and implement the budget preparation and expenditure tracking (BPET) system in the center and the provinces; (d) implement the AFMIS system in the center and all of the provinces; (e) prepare quarterly reports on budgeting and expenditures based on program and province; and (f) coordinate the resource mobilization process with the Ministries of Economy, Finance, and Foreign Affairs.

3. Information Communication Technology

The ICT department will: (a) conduct research on the successful experiences of other countries in the use of ICT in the education system; (b) identify the ICT needs of program and administrative departments including computer systems (software), ICT equipment, and training needs of staff; (c) provide technical assistance to and supervision of the procurement of ICT equipment and its optimal use; (d) provide ICT infrastructure and equipment for all departments and offices in the center and provinces; (e) train ministry staff at the central, provincial, and district levels to use ICT effectively; (f) develop and implement a maintenance and support system for ICT equipment; (g) pilot test educational laptops for use in improving classroom teaching and learning achievements of grade 4 through 6 students; and (h) maintain the MoE's website to provide public information.

4. Procurement and Logistics, Services, and Properties

To improve effectiveness and efficiency, the department will: (a) train and equip the central and provincial logistics and procurement units; (b) develop databases to register all ministry contracts/purchases/goods, maintain the ministry's transport facilities, and record all ministry land and buildings; (c) provide land for the construction of educational institutes, administrative buildings, and teachers' residential areas; (d) settle land disputes with individuals and other organizations; (e) construct and equip buildings for provincial education offices; and (f) provide support services (including transport facilities, goods for programs, office equipment, and building and maintenance services) to staff in the capital and provinces, as needed.

5. Support Construction of Education Infrastructure

The infrastructure department will: (a) assess the situation of existing infrastructure; (b) survey the location and land for all new construction projects; (c) develop an annual plan for rehabilitation and construction of schools; (d) strengthen the central engineering team's design and standards, and the provincial engineering teams' monitoring and quality control; (d) review and revise policies, criteria, and standards for education infrastructure construction; (e) revise and develop plans, designs, and volume of work and cost estimates; (f) develop guidelines on contracts, monitoring and quality control, and take-over and registration of buildings; (g) monitor the projects under construction by the ministry and other organizations and prepare monitoring and quality assurance reports; (h) maintain a database of construction projects and ensure registration of all completed construction works; (i) obtain one-year guarantees from the implementing companies regarding completed construction projects; (j) establish and strengthen maintenance teams; (k) regularly maintain teaching and administrative buildings; (l) develop annual operational plans for construction and maintenance of buildings; and (m) develop quarterly and annual reports.

6. Security and Protection

The protection department will: (a) equip and train central and provincial security and protection units; (b) develop security systems for education offices and educational institutes with the cooperation of security organizations; (c) monitor all education offices, educational institutes, and student routes to schools on a continuous basis in order to identify probable threats, including attacks, violence, sexual abuse, and addiction to narcotics; (d) provide awareness training and guidelines for key staff and, through them, for other staff and students on possible threats; (e) strengthen coordination with community and security organizations to prevent attack; and (f) register security incidents on a database and provide analytical reports on a daily basis.

5.3.2 Expected Results

1. At least 60 percent of ministry employees will meet qualifications required for their positions.

2. Financial management and budget execution will be improved (operating budget 99 percent and core development over 80 percent).

3. All necessary goods for education departments and offices will be purchased in a timely and cost-effective manner.

4. All central and provincial education departments and offices, and at least 40 percent of district education offices, will be effectively using ICT.

5. All education facilities will be constructed to meet established standards and criteria.

6. Better protection mechanisms, with community initiatives, will be in place for the protection of education.

Sub-program 5.1: Objectives, Key Activities, Indicators, Baseline Data, and Targets (3 years)

Interim Plan Key Result Area	Strategic Objectives	Key Activities	Performance Indicators	Baseline 2010/11	Target 11/12	Target 12/13	Target 13/14	Priority 1- high 3- low
Improve education governance and administration	Human Resources	Structural reform and implemention of a new *Tashkeel* organized with public administration reform (gender sensitized)	New *Tashkeel* implemented	40%	70%	90%	95%	1
		Capacity development institute	Capacity development institute established		1	1		1
		Development and implementation of a comprehensive HR system	Development and implementation of a comprehensive HR system	30%	45%	70%	95%	2
	Finance	Development of BPET system in the center and provinces	BPET system developed	1	1	1	1	1
		Implementation of AFMIS system in center and provinces	AFMIS system implemented	1	1	1	1	1
	Procurement	Development of a database and recording of all contracts and procurements	Database developed and used	1	1	1	1	1
	ICT (information and communication technology)	Equipping of all education administrations with IT facilities (telephone, internet, etc.) and designing of internal infrastructure	Number of provinces equipped with IT facilities		35	35	35	2
		Training of all employees	Training for all relevant staff	30%	45%	70%	95%	2
	Support construction of education infrastructure	Supporting of engineering teams in the design of schools and education foundations	Number of technical engineers	10	12	12	12	1
		Supporting of monitoring and maintenance teams at the provincial level	Number of quality control engineers	160	220	220	220	1

Sub-program 5.2: Strategic Management Development

The goal is to increase strategic effectiveness, efficiency, accountability, and transparency within the framework of relevant national laws and international commitments.

General Objectives by 2013

- Review and revise, as necessary, all general policies, regulations, and guidelines and other legal documents.
- Increase the role of the ministry in coordinating externally funded projects in accordance with ministry priorities, and convince more donors to channel funds through the core development budget.
- Strengthen the capacity of the internal audit department to conduct annual inspections and audits of all education departments, and fight corruption.
- Address all complaints filed by customers and clients in a timely manner.
- Develop national and provincial operational plans every year and evaluate main activities of the MoE.
- Strengthen and further develop EMIS in the center and provinces.
- Develop and publish quarterly and annual standard reports reflecting education achievements and constraints.

5.1.1 Rationale for the Program

In 2001, the education governance system was not functional and education policy was set by individuals without consideration of children's rights (girls), international treaties ratified by Afghanistan, and the will of public. Different curricula were in use in schools, and there was no strategy and plan to make education accessible to millions of children out of school.

Today, the education law guarantees children the right to free education and makes basic education compulsory. Education sector strategies NESP-1 (2006-2010) and NESP-2 (2010-2014) clearly outline the policies, strategies, and plans for improving access to quality education for all and indicate the commitment of GIRoA and Ministry of Education leadership to achieving our constitutional obligation and MDG and EFA goals.

The forecasted expansion of education services and improving quality and relevance of education to children needs require robust leadership and strategic management. There is no secured mid-term budget for education (operating and development); and government and donors make decisions on an annual basis, which challenges forecast planning. The systems are not supportive of norm-based provincial budget allocation (large disparities exist). The government has little to no control over large portions of development assistance in the education sector.

The MoE and partners will implement the following strategies and activities to address the challenges and meet the set objectives.

5.1.2 Interim Plan Strategies

Planning, monitoring, and evaluation will be strengthened and gradually decentralized and the capacity of education departments and offices as well as provincial and district staff members will be increased.

The development of provincial strategic plans will support the decentralization policy, as will the development and implementation of EMIS at the provincial level.

At the provincial and district level, the ministry will work to involve communities, civil society, and the private sector in the design and implementation of education programs in order to strengthen the education system, increase community ownership of education programs, and make the education services more relevant to local needs.

All policies, procedures, and control mechanisms to reduce administrative and financial corruption in education departments in the center, provinces, and districts will be revised, published, and disseminated. Relevant staff will be oriented on the policies and the internal audit function will be further strengthened.

A norm-based provincial budget allocation will be discussed with donors and the MoF. All national and foreign resources will be distributed based on need and equity. Donors will be encouraged to channel their assistance to education through the core development budget.

To ensure quality of information and efficiency of administrative procedures, data and statistics on educational institutes, staff members, teachers, and students will be collected and updated through computerization of administrative processes. This will include recruitment and students' records at the provincial level and, at later stages, district and school levels. In addition, all databases and information systems in different departments of the ministry will be linked to the central EMIS to provide all departments with access to needed information. This will enable ministry staff to use the information for planning and decision-making purposes.

Strategic decisions and actions will be based on accurate statistics and information and a thorough analysis of the issues, including scientific research, where necessary. The relations and communication between the education programs and the local, national, and international media will be strengthened within the framework of the communications strategy and developed policies.

5.1.3 Description of Activities and Results to Be Achieved

5.1.3.1 Proposed Activities

1. Policy Development and Revision

The MoE will strengthen the Education Academic Council to: (a) revise policies, regulations, and guidelines based on research results and identified needs and national and international commitments; (b) develop new policies, rules, and regulations as needed; and (c) develop and make available to education departments and institutes the Afghanistan Education Compendium and a collection of education legislative documents and guidelines. The policy development process will engage all stakeholders.

2. Strategic and Operational Planning

The strategic planning department will: (a) standardize main education activities and develop standard costs; (b) develop provincial strategic plans for all provinces; (c) develop annual national and provincial operational plans and conduct a mid-year review every year; (d) develop operational plans for education departments in all districts; and (e) train 500 planning managers of districts, provinces, and the capital in planning, monitoring, evaluation, and reporting.

Two annual meetings will be organized with the participation of donors and the MoF. The first meeting will be held in June to review the attainment of planed targets and budget execution and the second will take place in October to agree on the following year's plan. Gender mainstreaming will be strictly followed in all planning processes to ensure specific targets are set for girls' education and that positive actions are incorporated in plans to support achievement of the objective. In addition, special consideration will be made in the planning processes to address provincial and rural disparities through resource allocation.

3. EMIS, Monitoring, Evaluation, and Reporting

The EMIS department will: (a) develop additional modules for the EMIS for specific needs of programs and departments and will connect them to the central EMIS; (b) provide access to EMIS to central and provincial education departments; (c) deploy EMIS in 30 percent of district education departments and some educational institutes throughout the country; (d) develop mechanisms to report on implementation progress at central and provincial levels and produce a consolidated report for all programs; (e) develop and implement an integrated monitoring and evaluation system; and (f) conduct

a mid-term review of IP implementation and a final evaluation. EMIS modules provide gender-segregated data and rural-urban information to analyze disparities and support decision making to address inequalities.

4. Grants Management

The department will be strengthened to deploy focal points at the provincial level. Each year, the departments will: (a) identify projects to be funded through the external development budget; (b) improve their capacity to prepare proposals to address funding gaps and attract funds; (c) develop a system to supervise procurement processes and conclusion of contracts conducted through the external development budget; (d) develop a database and regulations for funding, implementing, monitoring, and evaluation of projects funded through the external development budget; and (e) align all externally funded programs and projects with the NESP and IP.

5. Control and Audit

The ministry will develop the capacity of its audit department to conduct annual inspections and audits of all education departments. The department will: (a) train a professional body of inspectors and financial auditors; (b) address and register all filed cases in a database; and (c) establish a transparent system for reporting audit findings. This will help in identifying potential areas of corruption and propose actions to counter corruption and minimize its risks.

6. Strategic Relations

The communications department will: (a) revise, strengthen, and implement the communications strategy for the Ministry of Education; (b) develop and communicate public awareness materials on policies, plans, progress, and education issues through press conferences in the center and provinces, the ministry's website, internationally recognized publications, and other means; and (c) organize quarterly coordination and consultation workshops for provincial and district officials.

5.3.2 Expected Results

1. Information on education policies and legislation will be documented and accessible, with all policies supporting effective program implementation.

2. A strategic plan will be used to guide planning and decision making on resource mobilization and allocation, while addressing gender and provincial disparities.

3. Annual operation plans, based on program and province information, will be developed and guiding MoE operations.

4. EMIS will be accessible and used at the central and provincial levels for education data entry/storage/retrieval/analysis and informed decision making.

5. Donors funding will be aligned with the NESP/IP, and the decision-making process on resource allocation for education programs will be participatory.

6. Anti-corruption measures will be strengthened, reducing the risk of corruption.

7. Education stakeholders will be informed of education policies, programs, progress, and impediments, and actively participating in promoting education.

Sub-program 5.2: Objectives, Key Activities, Indicators, Baseline Data, and Targets (3 years)

Interim Plan Key Result Area	Strategic Objectives	Key Activities	Performance Indicators	Baseline 2010/11	Target 11/12	Target 12/13	Target 13/14	Priority 1- high 3- low
Improve education governance and administration	Improve policy and quality of education	Develop and support MoE academic council to coordinate/support education policy development	Academic council developed and properly staffed		1			1
	Strategic and operational planning	Develop provincial strategic plans for all provinces	Provincial strategic plans developed		13	22		2
		Develop annual national and provincial operational plans with specific targets for girls' education	Annual national and provincial operational plans developed	36	36	36	36	1
		Train planning managers of districts, provinces, and the capital in planning, monitoring, evaluation, and reporting	Number of staff trained		100	100	100	2
	EMIS, monitoring, evaluation, and reporting	Develop additional modules for the EMIS for specific needs of programs and departments and connect them to the central EMIS	Modules for the EMIS developed		1	1	1	1
		All central and provincial education departments will have access to EMIS	% of offices with access to EMIS	1	30	80	100	1
		Develop mechanisms to report on implementation progress at central and provincial levels (gender-segregated information)	% of provincial offices regularly submitting periodic reports	50	70	100	100	1
		Develop and implement an integrated monitoring and evaluation system (gender-segregated analysis)	Periodic monitoring reports		4	4	4	1
	Grants management unit	Developing database and procedures for projects funded, implemented, and monitored through external development budget	% of project data/reports recorded in database	40	50	70	100	1

Part 3. Operational Plans

Successful planning requires a level of predictability concerning the resources (human and financial) required to undertake even short-to-medium term planning. When one considers that almost 80 percent of spending on education is off budget and that the MoE in effect only controls sector salaries, one can appreciate the scale of the problem facing the department of planning.

However, in spite of this situation a number of very positive advances have been made. The EMIS section has produced excellent data, considering the constraints in obtaining reliable information from the field. A capacity development program has been underway for a number of years with the assistance of IIEP and the next phase of this support will concentrate on capacity development at the provincial level.

Planning, as stated above, depends on resources, and therefore the role of the Ministry of Finance is crucial. Indeed, the prerequisite for a good sector plan is winning the political battle: the ability of the Minister of Education to persuade his/her colleagues to fund the sector to the required amount. There are always competing claims – and, unfortunately, the future impact of educational programs and the need for a skilled labor force need to be well argued.

The next critical step is how to plan to best use the allocation from the MoF. Systematic planning is required – a planning that incorporates all available sources so that they are used for the achievement of agreed targets. All education stakeholders must be involved in this exercise – and at the right time. Table 20 shows the main events of the planning year.

Table 21 shows all the major activities (and the related development costs) that the MoE aims to accomplish while also showing that achievement depends ultimately on available resources. The MoE and its development partners must show that there is a reasonable chance of mobilizing a major part of the Interim Plan (IP) budget so as to make a plausible case for FTI and EFA funds.

The IP becomes real through each annual plan, which will state its base year data, annual targets, budget allocation, and source of funding.

Currently, planning in Afghanistan is very centralized. However, there are plans to begin a process of decentralization. Thus, the provincial-level planning process is critical and must be effectively dove-tailed into that of central planning.

Annual Planning and Budget Cycle

Table 20: Overview of Annual Planning and Budget Cycle

	Activity	Jawza June	Saratan July	Asad August	Sonbola Sept.	Mizan Oct.	Aqrab Nov.	Qaws Dec.	Jadi Jan.	Dalu Feb.	Huot March	Hamal April	Sawr May
	FINANCIAL YEAR											START	
											FINISH		
	SCHOOL YEAR	▨	▨	▨	▨	▨	▨	F	Holidays		S	▨	▨
A	CENTRAL LEVEL PLANNING												
1	MoF issues CIRCULAR 1	▨											
	Policy and program discussions between the MoE and MoF on C1: (a) MoF Format A Operational Budget; (b) MoF Format B[1] Core Development Format B[2] Ext. Budget	▨	▨	▨									
	SUGGESTION 1: Hold first round provincial discussions in Mizan/Aqrab				▨	▨							
	SUGGESTION 2: Hold budget meeting with all donors/NGOs: get all activities on plan and poss. on budget				▨								
2	MoF CIRCULAR 2: Budget Ceilings				▨								
	Consultations on CIRCULAR 2 (a) MoE for Development Budget (b) MoF for Operational Budget				▨	▨							
3	(One-day workshop with MoF)							▨					
4	MoF approves MoE budget							▨					
5	Parliament budget debate							▨	▨				
6	Parliament approves budget								▨				
7	MoE implements approved budget											Start	▨
		▨	▨	▨	▨	▨	▨	▨	▨	▨	End		
B	Decentralized planning							Prov. level					
	Decentralized *implementation* on a budget already approved									Prov. planning			

114

Operational Plan 2011-2013: Budgets and Priorities

Table 21: IP Activities and Budget Priorities

S No	Interim Plan Activities	Quantity Total	Unit cost US$ 1389 (2010)	Cost in Million US$ 1390 (2011)	1391 (2012)	1392 (2013)	Total
	Sub Program 1.1: General Education			**209.94**	**243.54**	**267.60**	**721.08**
1	**Access to General Education**			**38.50**	**55.22**	**57.98**	**151.70**
1.1	Establishment of schools for children with special needs	5	105,000	0.11	0.23	0.24	0.58
1.2	Establish model schools	11	105,000	0.11	0.58	0.61	1.30
1.3	Implementing public awareness program for increasing enrollment of girls in schools	3	63,735	0.07	0.07	0.07	0.21
1.4	Establish CBS and accelerated classes	14,400	2,688	27.10	42.67	44.81	114.58
1.5	Relocation of qualified female teachers to rural schools	1,200	8,820	11.11	11.67	12.25	35.03
2	**Construction of School Facilities**			**152.42**	**170.55**	**188.80**	**511.78**
2.1	Construction of classes	19,500	16,800	105.84	120.39	136.13	362.37
2.2	Construction of Science Labs	300	100,000	10.50	11.03	11.58	33.10
2.3	Reconstruction of existing classrooms	5,000	4,515	7.11	8.71	9.15	24.97
2.4	Construction of boundary wall	600	52,920	11.11	11.67	12.25	35.03
2.5	Construction of latrines (6 cabinets)	1,500	16,800	8.82	9.26	9.72	27.80
2.6	Construction of drinking water wells	1,500	4,200	2.21	2.32	2.43	6.95
2.7	Provision of table and chairs for students	1,200,000	16	6.62	6.95	7.29	20.85
2.8	Construction of house for caretaker teacher	30	21,000	0.22	0.23	0.24	0.70
3	**Extra-Curricular Activities**			**0.99**	**1.16**	**1.34**	**3.49**
3.1	Providing sport equipment for general and Islamic education schools.	11,000	105	0.99	1.16	1.34	3.49
4	**Students' Services**			**3.78**	**5.95**	**8.33**	**18.07**
4.1	Provide vocational guidance counsellor for schools	2,000	3,600	3.78	5.95	8.33	18.07
5	**Distance Learning**			**4.81**	**0.65**	**0.68**	**6.14**
5.1	Equipping and strengthening distance education directorate and radio television	1	4,000,000	4.20	-	-	4.20
5.2	Conducting 18 hour broadcasting program with close coordination of other programs	3	273,000	0.29	0.30	0.32	0.90
5.3	Recruit technical staff	3	312,480	0.33	0.34	0.36	1.03
6	**Academic Monitoring**			**0.43**	**0.52**	**0.62**	**1.56**
6.1	Develop and revise new monitoring system for general education	3	21,000	0.02	0.02	0.02	0.07
6.2	Training to education supervisors	3,200	160	0.40	0.49	0.59	1.49
7	**Coordination and Management (Including Establishing and Training of School**			**9.00**	**9.49**	**9.85**	**28.35**
7.1	Providing office equipment for staff and offices	3	47,555	0.05	0.05	0.06	0.16
7.2	Establishment and training of school councils	2,540	210	0.20	0.24	0.15	0.59
7.3	Provide quality improvement grant for general and Islamic education schools	6,000	3,675	7.72	8.10	8.51	24.33
7.4	Recruit TA and community mobilizers	261	11,369	1.04	1.09	1.14	3.27
	Sub Program 1.2: Islamic Education			**15.72**	**17.43**	**19.27**	**52.41**
1	**Access to Islamic Education**			**0.07**	**0.07**	**0.07**	**0.21**
1.1	Implementing public awareness program for enhancement of female students enrollment	3	63,735	0.07	0.07	0.07	0.21
2	**Construction of School Facilities**			**15.49**	**17.19**	**19.02**	**51.70**
2.1	Construction of classes	1,050	16,800	5.29	6.48	7.78	19.55
2.2	Reconstruction of existing classrooms	300	4,515	0.47	0.50	0.52	1.49
2.3	Construction of boundary wall	66	52,920	1.22	1.28	1.35	3.85
2.4	Construction of latrines (6 cabinets)	60	16,800	0.35	0.37	0.39	1.11
2.5	Construction of drinking water wells	60	4,200	0.09	0.09	0.10	0.28
2.6	Provision of table and chairs for students	34,200	16	0.19	0.20	0.21	0.59
2.7	Construction of sports grounds	-	5,250	-	-	-	-
2.8	Construction of dormitories	63	315,000	6.95	7.29	7.66	21.90
2.9	Construction of Mosque	18	147,000	0.93	0.97	1.02	2.92
3	**Students Services**			**-**	**-**	**-**	**-**
3.1	No need for development budget	-		-	-	-	-
4	**Academic Supervision**			**0.10**	**0.10**	**0.11**	**0.31**
4.1	Training Monitoring staff of Islamic Education and monitoring of program implementation	3	94,500	0.10	0.10	0.11	0.31
5	**Management and Coordination**			**0.06**	**0.06**	**0.07**	**0.19**
5.1	Strengthen management capacity (recruit TA)	15	11,340	0.06	0.06	0.07	0.19

S No	Interim Plan Activities	Quantity Total	Unit cost US$ 1389 (2010)	1390 (2011)	1391 (2012)	1392 (2013)	Total
					Cost in Million US$		
	Sub-Program 2.1: Curriculum and Learning Material Development			**45.53**	**57.27**	**83.69**	**186.49**
1	**Develop and Revise Curriculum, Textbooks and Teacher Guides**			**4.56**	**3.75**	**4.79**	**13.10**
1.1	Conduct research on curriculum	1	840,000	-	-	0.97	0.97
1.2	Assess curriculum implementation	3	21,000	0.02	0.02	0.02	0.07
1.3	Revise curriculum and syllabi general and Islamic education	1	1,050,000	-	-	1.22	1.22
1.4	Revise general and Islamic education textbooks and teacher guides	600	10,500	2.21	2.32	2.43	6.95
1.6	Develop learning material in brail	2	630,000	0.66	0.69	-	1.36
1.7	Develop audio visual dictionary in sign language	1	525,000	0.55	-	-	0.55
1.8	Develop curriculum and learning material for students with special needs	2	525,000	0.55	0.58	-	1.13
1.9	Develop toolkit for inclusive education	1	420,000	0.44	-	-	0.44
2	Develop and revise learning aid materials	60	6,300	0.13	0.14	0.15	0.42
2	**Printing and Distribution of Textbooks and Learning Materials**			**38.10**	**47.97**	**71.86**	**157.93**
2.1	Print and distribute textbooks and teacher guides for general schools	118,000,000	1	23.81	27.78	30.63	82.23
2.2	Print and distribute textbooks and teacher guides for Islamic schools	3,120,000	1	1.06	1.20	1.36	3.62
2.3	Print learning material for students with special needs	2	420,000	-	0.46	0.49	0.95
2.4	Equip schools with libraries	4,600	8,400	5.29	9.26	29.17	43.72
2.5	Print and distribute learning aid material	59,000,000	0	7.94	9.26	10.21	27.41
3	**Develop and Implement Students Learning Achievement Assessment System**			**1.21**	**3.94**	**5.35**	**10.50**
3.1	Develop and revise standards and system for students learning achievement test	2	1,050,000	1.10	-	1.22	2.32
3.2	Revise regular examination system	-	210,000	-	-	-	-
3.3	Pilot test learning assessment system	1	105,000	0.11	-	-	0.11
3.4	Conduct national learning assessment test	2	3,570,000	-	3.94	4.13	8.07
4	**Capacity Building**			**1.51**	**1.59**	**1.67**	**4.77**
4.1	Develop a compressive capacity development plan	-	10,500	-	-	-	-
4.2	Scholarships for staff for MA degree	150	21,000	1.10	1.16	1.22	3.48
4.3	Short term training for admin and academic staff	1,200	84	0.04	0.04	0.04	0.11
4.4	Train master trainers and academic supervisors on new curriculum	6,000	179	0.37	0.39	0.41	1.18
5	**Management and Coordination**			**0.14**	**0.03**	**0.03**	**0.19**
5.1	Review, rules, regulations and guidelines	3	6,020	0.01	0.01	0.01	0.02
5.2	Establish the national Institute for curriculum	1	105,000	0.11	-	-	0.11
5.3	Provide improved working condition for all staff	3	4,200	0.00	0.00	0.00	0.01
5.4	Develop and publish annual operational Plans	3	5,250	0.01	0.01	0.01	0.02
5.5	Conduct a mid-year review of programs and projects	3	8,400	0.01	0.01	0.01	0.03

S No	Interim Plan Activities	Quantity Total	Unit cost US$ 1389 (2010)	Cost in Million US$ 1390 (2011)	1391 (2012)	1392 (2013)	Total
	Sub-Program 2.2: Teacher Education			46.61	63.34	63.03	172.98
1	Access to Teacher Education			4.53	5.46	6.46	16.45
1.1	Establish and equip TTC	12	12,600	0.05	0.06	0.06	0.17
1.2	Establishment of Satellite TTC at district level	100	8,400	0.29	0.31	0.32	0.93
1.3	Train 50,000 pre-service and 60,000 in-service	66,000	210	4.19	5.09	6.08	15.36
1.4	Register all newly establish private TTCs by 1393 and provide support to them	-	-	-	-	-	-
2	Construction of Teacher Education Facilities			5.57	8.10	9.48	23.15
2.1	Constructing of complexes for TTCs	11	630,000	1.98	2.78	2.92	7.68
2.2	Constructing of district teacher training support centres	90	84,000	1.76	2.78	3.89	8.43
2.3	Constructing of dorm together with dining room for TTC	11	577,500	1.82	2.55	2.67	7.04
3	Professional Development System for Teachers			30.49	36.29	36.98	103.75
3.1	Train teachers in INSET-1	75,000	194	6.11	5.35	4.49	15.95
3.2	Train teachers in INSET-2	100,000	194	8.15	6.42	6.74	21.31
3.3	Train teachers in INSET-3	90,000	194	4.07	7.49	7.86	19.42
3.4	Train teachers in INSET-4	70,000	194	2.04	6.42	6.74	15.19
3.5	Broadcast of audio-visual material – distance education programs	2,700	210	0.20	0.21	0.22	0.63
3.6	Teacher education through distance learning	60,000	160	3.36	3.53	3.70	10.59
3.7	Training of school administrators	117,000	160	6.55	6.88	7.22	20.66
4	Incentives for Students and Instructors			0.47	0.50	0.52	1.49
4.1	Regional incentives for instructors	1,460	332	0.25	0.27	0.28	0.80
4.2	Incentives for female students	5,400	77	0.22	0.23	0.24	0.69
5	Curriculum and Textbook Development and Revision, Printing, and Distribution			2.29	6.50	2.77	11.56
5.1	Development and revision of textbooks for TTC	270	10,500	-	3.13	-	3.13
5.2	Printing and distribution of textbooks for TTC	3,100,000	2	2.21	2.32	2.67	7.19
5.3	Development of training material for school administrators	1	10,500	-	0.01	-	0.01
5.4	Printing of training material for school administrators	117,000	2	0.09	0.09	0.09	0.27
5.5	Development of training material for INSET 1-4	4	6,300	-	0.03	-	0.03
5.6	Development of audio-visual material for distance education (programs)	4	210,000	-	0.93	-	0.93
6	Capacity Building			3.02	6.24	6.55	15.81
6.1	Short-term training for TTC instructors	9,000	600	1.89	1.98	2.08	5.96
6.2	Scholarship for staff for Masters degree programs	450	15,750	0.83	3.47	3.65	7.95
6.3	Support grade 14 female teacher to upgrade education to BA level	7,000	210	0.22	0.69	0.73	1.64
6.4	Training of TTC administrators	600	83	0.02	0.02	0.02	0.06
6.5	Training of TED staff in office skills	750	252	0.07	0.07	0.07	0.21
7	Coordination and Management			0.24	0.25	0.27	0.76
7.1	Develop TTC accreditation system	-	210,000	-	-	-	-
7.2	Develop standard test for TTC students	-	52,500	-	-	-	-
7.3	Analysis of test results and record in database	3	21,000	0.02	0.02	0.02	0.07
7.4	Furniture and equipment for offices	3	210,000	0.22	0.23	0.24	0.70
7.5	Monitoring visits to TTCs	105		-	-	-	-
	Sub-Program 2.3: Science and Technology Education			11.88	6.68	7.02	25.58
1	Construction of Science Centers			6.06	0.58	0.61	7.25
1	Constructing national science and technology centers	1	5,250,000	5.51	-	-	5.51
2	Constructing science and technology centers for provinces	15	105,000	0.55	0.58	0.61	1.74
2	Equip Schools with Science Lab and Kits			5.49	5.76	6.05	17.30
2.1	Provide Laboratory for, Biology, Chemistry, Physics for general schools	1,050	10,500	3.86	4.05	4.25	12.16
2.2	Provide Laboratory for, Biology, Chemistry, Physics for *Madrasas*	96	10,500	0.35	0.37	0.39	1.11
2.3	Provide science kits for general schools	1,500	110	0.06	0.06	0.06	0.18
2.4	Provide science kits for Islamic schools	126	110	0.00	0.01	0.01	0.02
2.5	Library for TTC	45	21,000	0.33	0.35	0.36	1.04
2.6	Science Laboratory for TTC	120	21,000	0.88	0.93	0.97	2.78
3	Training of Lab Technicians and Science Teachers			0.33	0.34	0.36	1.03
3.1	Training of lab technicians	4,200	42	0.06	0.06	0.07	0.19
3.2	Training of science teachers	15,000	50	0.26	0.28	0.29	0.83

S. No	Interim Plan Activities	Quantity Total	Unit cost US$ 1389 (2010)	Cost in Million US$ 1390 (2011)	1391 (2012)	1392 (2013)	Total
	Program 3: TVET			**16.09**	**21.82**	**25.34**	**63.25**
1	**Access to TVET**						
2	**Construction of TVET Schools/Institutes**			**3.02**	**7.09**	**9.50**	**19.61**
2.1	Construction of complexes for TVET	10	945,000	0.99	4.17	5.47	10.63
2.2	Construction of 20 classroom buildings for Jamhoriat High school	-	350,000	-	-	-	-
2.3	Construction of TVET schools in district level	22	128,000	0.54	1.13	1.48	3.15
2.4	Renovation of TVET complexes	28	105,000	0.88	1.16	1.22	3.26
2.5	Construction of dorm for TVET schools together with dinning room	4	577,500	0.61	0.64	1.34	2.58
3	**Development and Revision of Curriculum**			**3.69**	**4.88**	**5.49**	**14.05**
3.1	Development and revision of textbooks for different fields	300	10,500	1.10	1.16	1.22	3.48
3.2	Printing of textbooks for different fields	1,500,000	3	1.32	1.74	2.19	5.25
3.3	Equipment of technical and vocational centers	80	60,000	1.26	1.98	2.08	5.33
4	**Teacher Education**			**1.61**	**1.69**	**1.78**	**5.08**
4.1	Training of teachers (in country)	450	3,570	0.56	0.59	0.62	1.77
4.2	Training of teachers (outside the country)	300	10,000	1.05	1.10	1.16	3.31
5	**Academic Supervision**						
6	***Management and Coordination (Including Capacity Building)***			**7.77**	**8.16**	**8.57**	**24.50**
6.1	TA salaries (Technical advisors)	30	60,000	0.63	0.66	0.69	1.99
6.2	TA salaries (Managers)	45	24,000	0.38	0.40	0.42	1.19
6.3	TA salaries (other staff)	225	12,000	0.95	0.99	1.04	2.98
6.4	Consultancy for evaluation of TVET	3	240,000	0.25	0.26	0.28	0.79
6.5	Contract with MAXUEL Co. partner of NIMA	3	3,220,000	3.38	3.55	3.73	10.66
6.6	ASDP staff project training	12	10,000	0.04	0.04	0.05	0.13
6.7	Recruitment of international professionals	12	403,200	1.69	1.78	1.87	5.34
6.8	Recruitment of national professionals	30	25,200	0.26	0.28	0.29	0.83
6.9	Recruitment of technical coordinators	30	17,640	0.19	0.19	0.20	0.58

S No	Interim Plan Activities	Quantity Total	Unit cost US$ 1389 (2010)	1390 (2011)	1391 (2012)	1392 (2013)	Total
					Cost in Million US$		
Program 4: Literacy				**32.37**	**37.59**	**43.30**	**113.26**
1	**Access to literacy**			**22.21**	**26.46**	**31.12**	**79.80**
1.1	Public awareness for literacy	3	300,000	0.31	0.33	0.35	0.99
1.2	Literacy for learners	1,080,000	42	15.88	16.67	17.50	50.05
1.3	Vocational training equipment and material for courses	6,678	3,861	6.02	9.46	13.27	28.76
2	**Construction of Community Learning Centers**			**3.09**	**3.70**	**4.38**	**11.17**
2.1	Construction of CLCs	120	84,000	3.09	3.70	4.38	11.17
3	**Development and Revision of Literacy Learning Materials**			**5.53**	**5.81**	**6.10**	**17.44**
3.1	Development and revision of literacy books and teacher guides	84	9,752	0.29	0.30	0.32	0.90
3.2	Printing and distribution of textbooks for literacy and skills and teacher guides	3,300,000	4	4.61	4.84	5.08	14.53
3.3	Literacy support learning material	825,000	2	0.64	0.67	0.70	2.01
4	**Training of literacy Teachers and Supervisors**			**1.42**	**1.49**	**1.57**	**4.48**
4.1	Teacher education	18,000	194	1.22	1.28	1.35	3.85
4.2	Training of literacy supervisors	2,700	210	0.20	0.21	0.22	0.63
5	**Supervision**			**-**	**-**	**-**	**-**
5.1							-
6	**Management and Coordination**			**0.12**	**0.13**	**0.13**	**0.38**
6.1	Recruitment of 1 Advisors	9	37,800	0.12	0.13	0.13	0.38

S No	Activity/Year	Quantity Total	Unit cost US$ 1389 (2010)	1390 (2011)	1391 (2012)	1392 (2013)	Total
Sub-Program 5.1: Education Administration Development				**21.76**	**27.34**	**26.41**	**75.51**
1	**Human Resources**			**2.77**	**2.91**	**1.90**	**7.58**
1.1	Implementing new *Tashkil* organized with public administration reform (TA)	3	440,000	0.46	0.49	0.51	1.46
1.2	Capacity-development Institute	2	1,000,000	1.05	1.10	-	2.15
1.3	Developing and Implementing a comprehensive HR system	3	1,200,000	1.26	1.32	1.39	3.97
2	**Finance**			**1.79**	**2.10**	**1.97**	**5.86**
2.1	Conducting budget integration workshop by program and province	-	2,520	-	-	-	-
2.2	Timely financial payments in center and provinces (TA support)	3	1,428,000	1.50	1.57	1.65	4.73
2.3	Development of BPET system in the center and provinces	3	-	-	-	-	-
2.4	Implementing AFMIS system in center and provinces	3	273,000	0.29	0.30	0.32	0.90
2.5	Incorporating financial grant attraction in coordination with relevant ministries (MoF,MoEc…)	1	205,187	-	0.23	-	0.23
3	**ICT (Information and Communication Technology)**			**8.83**	**13.54**	**13.31**	**35.68**
3.1	Research regarding successful experiences of foreign countries in use of ICT in their administrations	2	131,502	0.14	0.14	-	0.28
3.2	Identifying IT needs of education administrations	3	-	6.00	12.00	12.00	30.00
3.3	Equipping all education administrations with IT facilities (Internal telephone system, internet,…) and internal infrastructure	3	-	1.60	1.00	0.90	3.50
3.4	Training all employees of administrations equipped with IT	3	-	0.96	0.25	0.26	1.47
3.5	Developing a maintenance system for IT equipments (spare parts,..)	3	55,650	0.06	0.06	0.06	0.18
3.6	Revising MoE website data	3	73,013	0.08	0.08	0.08	0.24
4	**Procurement**			**2.02**	**2.12**	**2.23**	**6.38**
4.1	Training central department and secondary unit staff regarding procurement	-	105,731	-	-	-	-
4.2	Developing database for recording all contracts and procurements	3	152,712	0.16	0.17	0.18	0.51
4.3	Recording goods in the database	3	237,216	0.25	0.26	0.27	0.79
4.4	Technical Advisors	3	785,547	0.82	0.87	0.91	2.60
	Services		0				
4.5	Regular maintenance and protection of administrations (Technical Staff)	3	120,480	0.13	0.13	0.14	0.40
	Properties		0				
4.6	Constructing buildings for provincial education admins	6	315,000	0.66	0.69	0.73	2.09
5	**Support Construction of Education Infrastructure**			**5.73**	**6.02**	**6.32**	**18.06**
5.1	Designing and supporting engineering team for designing of schools and education foundations	3	374,805	0.39	0.41	0.43	1.24
5.2	Supporting monitoring and maintenance teams in provincial level	3	5,082,525	5.34	5.60	5.88	16.82
6	**Safety and Protection**			**0.58**	**0.61**	**0.64**	**1.84**
6.1	Equipping central department and Secondary Units of Safety and Protection department	3	100,000	0.11	0.11	0.12	0.33
6.2	Developing security system of administrations and academic foundations in coordination with security entities	3	155,824	0.16	0.17	0.18	0.52
6.3	Providing incentive funding resources for education defendsive councils in center and provinces	3	300,000	0.32	0.33	0.35	0.99
7	**Management and Coordination**			**0.04**	**0.04**	**0.04**	**0.12**
7.1	Consultancy services	3	8,000	0.01	0.01	0.01	0.03
7.2	Workshops for revising operational plans	3	1,200	0.00	0.00	0.00	0.00
7.3	Workshops for preparing Quarterly Performance Report	3	1,920	0.00	0.00	0.00	0.01
7.4	Technical Advisors (TA)	3	24,000	0.03	0.03	0.03	0.08

S No	Activity Area	Quantity Total	Unit cost US$	1389 (2010)	1390 (2011)	1391 (2012)	1392 (2013)	Total
	Sub-Program 5.2: Strategic Management Development				3.77	3.96	4.16	11.89
1	**Policy development**				**0.60**	**0.64**	**0.67**	**1.91**
1.1	Developing and supporting MoE academic council	1	60,000		-	0.07	-	0.07
1.2	Recruiting TAs	3	576,000		0.60	0.64	0.67	1.91
2	**Strategic Planning**				**0.28**	**0.30**	**0.31**	**0.89**
2.1	Support developing strategic plans for 34 provinces (deploy TA)	3	268,800		0.28	0.30	0.31	0.89
3	**EMIS**				**1.60**	**1.68**	**1.76**	**5.04**
3.1	Conducting different special informative programs in cene and provinces and connecting them to centers	3	656,040		0.69	0.72	0.76	2.17
3.2	Providing access for all education administrations to EMIS	3	766,489		0.80	0.85	0.89	2.54
3.3	Developing reporting mechanism s in program level between centers and provinces	3	101,124		0.11	0.11	0.12	0.33
4	**Grants Management Unit**				**0.25**			

3.3. Annual Plan 2011/12

The Ministry of Education prepares annual operational plans each year, based on program and province, through a consultative process within the ministry (national and sub-national level) and with its partners. The planning department plays a lead role in coordinating plan preparation and finance department support for annual budget preparation, according to MoF requirements. The annual operational plan includes results and targets to be achieved, a list of main activities to be carried out in order to achieve results, responsible departments at the national and sub-national levels, and a timeline for implementation of the activity.

Based on the budget circular from the MoF, the annual plan and budget for 2011 has already been drafted and submitted to the Ministry of Finance. The annual plan for 2011 is based on the low-case scenario of the NESP or the program activities of the Interim Plan for the year 2011. The operating budget was prepared according to MoF guidelines, keeping in mind each program's needs and including codes 21-salary and benefits, 22-goods and services, and 25-acquisition of assets. The development budget has also been prepared based on the program team proposals. The development projects were submitted to the Ministry of Economy for screening and approval before submission to MoF. However, the final decision on development projects will be made once donors' funding commitments for the year are made clear to the Ministry of Finance. It is suggested that donors' funding decisions should be made based on the IP activity prioritization, i.e. high priority activities to be funded first followed by the rest.

The MoF will review the budget and ask for clarifications, if required. A budget-hearing session will be organized for the education budget. At the session, the MoE will present the budget to the MoF and the MoF will announce the approved figures. The budget will then be submitted for Cabinet and Parliamentary approval.

Adjustments will be made to the annual plan as soon as the MoF announces the approved budget figures to the MoE in the budget hearing session. The Cabinet and Parliament usually do not make major changes to the budget submitted for approval.

The Ministry of Education will start preparatory work and mobilize procurement of services two months before the beginning of the new year in order to expedite implementation.

The annual plan targets for 1390 (2011) are already decided and available in the program matrices. The annual plan for 1390 (2011) will be finalized with more details as soon as the IP is endorsed by local donors and the MoF announces the funding available for education in 2011.

3.4. Provincial Planning Process

The MoE engages the provincial education team in preparation of annual operational plans. As soon as the budget circular is issued by the MoF, the MoE planning department prepares a blueprint for the annual plan and shares it with the respective heads of the programs and provincial education directorates.

Initial draft of the annual plan will be developed and discussed internally with heads of departments based on the inputs from provincial education directorates (PEDs). The plan will be then turned into detailed provincial plans in close consultation with PEDs.

Interim Plan Annexes

Annex 1. Education Indicators– The Global Context – Afghanistan

1.1.. The Millennium Development Goals

MDG Goal	Goal	Targets	Indicators	Base Year 2010		2011		2012		2013		MDG Target 2020	
				T	F	T	F	T	F	T	F	T	F
2	Achieve universal primary education	Ensure that all boys and girls complete a full course of primary schooling	100% cohort completion rates	68%	55%	71%	58%	74%	62%	76%	66%	100%	100%
3	Promote gender equality and empower women	Eliminate gender disparity in primary and secondary education preferably by 2005, and at all levels by 2015	Gender disparity: enrollment achievement	59.4%	46.6%	62.8%	50.5%	66.0%	54.5%	69.2%	58.7%	85.5%	82.3%

1.2. EFA Goals

N	EFA Goals	Base Year 2010		Target 2020	
		T	F	T	F
1	Expand and improve comprehensive early childhood care and education				
2	Ensure that by 2015 all children have access to and complete, free, and compulsory primary education of good quality (MDG)	60%	31.2%	100%	100%
3	Ensure that the learning needs of all young people and adults are met through equitable access to appropriate learning and life-skills programs				
4	Achieve a 50% improvement in levels of adult literacy by 2015	28%	19%	50%	50%
5	Eliminate gender disparities in primary and secondary education by 2005, and achieve gender equality by 2015. (MDG)	59.4%	46.6%	85.5%	82.3%
6	Improve all aspects of the quality of education				

1.3. EFA Indicators

Indicator	Objectives and Description	TARGETS									
		Base Year 2010		2011		2012		2013		EFA Target 2020	
		T	F	T	F	T	F	T	F		
1	Gross enrollment in early childhood development programs, including public, private, and community programs, expressed as a percentage of the official age-group concerned, if any, otherwise the age-group 3 to 5.										
2	Percentage of new entrants to primary grade 1 who have attended some form of organized early childhood development program.										
3	Apparent (gross) intake rate: new entrants in primary grade 1 as a percentage of the population of official entry age.	73.9%	69%	78.2%	75%	82.4%	81%	87%	87%	107%	110%
4	Net intake rate: new entrants to primary grade 1 who are of the official primary school-entrance age as a percentage of the corresponding population.	63%	58%	67%	63%	72%	68%	77%	72%	100%	100%
5	Gross enrollment ratio (primary education)	80%	65%	82%	69%	85%	74%	89%	80%	110%	112%
6	Net enrollment ratio (primary education)	68%	55%	71%	58%	74%	62%	76%	66%	100%	100%
7	Public current expenditure on primary education (a) as a percentage of GNP; and (b) per pupil, as a percentage of GNP per capita.										
8	Public expenditure on primary education as a percentage of total public expenditure on education.										
9	Percentage of primary school teachers having the required academic qualifications.										100%	100%
10	Percentage of primary school teachers who are certified to teach according to national standards.							80%	80%	100%	100%
11	Pupil-teacher ratio.	43		43		46		47		35	
12	Repetition rates by grade.	17%		15.5%		14%		12.5%		2%	
13	Survival rate to grade 5 (percentage of a pupil cohort actually reaching grade 5)	83%	77%	84%	79%	86%	82%	88%	84%	100%	100%
14	Coefficient of efficiency (ideal number of pupil years needed for a cohort to complete the primary cycle, expressed as a percentage of the actual number of pupil years).										
15	Percentage of pupils having reached at least grade 4 of primary schooling who master a set of nationally defined basic learning competencies.										
16	Literacy rate of 15-24 year olds.	49%	37%	54%	43%	59%	49%	64%	56%	100%	100%
17	Adult literacy rate: percentage of the population aged 15+ that is literate.	28%	15%	32%	19%	36%	22%	40%	26%	50%	50%
18	Literacy Gender Parity Index: ratio of female to male literacy rates.	0.37		0.43		0.50		0.56		1	

Annex 2. Education Opportunities According to Location

Secure Provinces Compared to Insecure Provinces

These pie-charts clearly show that provision of education opportunity differs greatly depending on whether one lives in a secure or insecure province.

Population (UNPD/ANPRO estimates 1388)
- 42% Insecure
- 58% Secure

Total Registered Students grades (1-14) 1388
- 34% Insecure
- 66% Secure

GE School Graduates 1388
- 26% Insecure
- 74% Secure

Students Passed Kankor 1388
- 23% Insecure
- 77% Secure