



Islamic Republic of Afghanistan  
Ministry of Education

# NATIONAL EDUCATION STRATEGIC PLAN

2017 - 2021



Afghan school boys in Nad Ali village of Helmand  
SAC Neil Chapman (RAF), 2010



# **National Education Strategic Plan (2017 – 2021)**

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Education in Afghanistan  
MASHAL KHAN TAKKAR, NOVEMBER, 2015





## Table of Contents

1.	Foreword by H.E. Minister of Education.....	k
2.	Executive Summary.....	l
	<i>Good achievements but need for more</i> .....	1
	<i>Cooperating Ministries</i> .....	2
	<i>Development Partners</i> .....	2
	<i>Sector goals</i> .....	2
	<i>Policy objectives and outcomes</i> .....	2
	<i>Strategies and Strategic Framework</i> .....	3
	<i>Quality and Relevance</i> .....	3
	<i>Equitable Access</i> .....	6
	<i>Efficient and Transparent Management</i> .....	6
	<i>Implementation</i> .....	7
	<i>Risks</i> .....	8
	<i>Monitoring</i> .....	8
	<i>Cost and Finance of the Plan</i> .....	8
	<i>Projections and funding gap</i> .....	10
3.	<i>Introduction: A new focus on opportunity, productivity, efficiency, and transparency..</i>	13
3.1	<i>Background</i> .....	13
3.2	<i>Context of NESP III preparation</i> .....	13
3.3	<i>Purpose of NESP III</i> .....	14
3.4	<i>Methodology of NESP III Preparation</i> .....	14
4.	<i>Overview of the Sector: Good achievement but need for more</i> .....	16
4.1	<i>The social, humanitarian and demographic contexts: Population, Poverty, Nutrition, Disability and Displacement</i> .....	17
4.2	<i>The Linguistic and Religious Context</i> .....	18
4.3	<i>The Macroeconomic and Public Finance contexts</i> .....	19
4.4	<i>Education</i> .....	19
4.4.1	<i>Access</i> .....	19
4.4.2	<i>Quality and relevance</i> .....	21
4.4.3	<i>Management</i> .....	23
4.5	<i>The Constitution, main education sector policies, and international commitments</i> .....	24
4.6	<i>Governance of the sector</i> .....	25
4.7	<i>Cooperating Ministries</i> .....	27
4.8	<i>Development Partners</i> .....	28
5.	<i>Strategic Framework</i> .....	31
5.1	<i>Sector goals</i> .....	31
5.2	<i>Policy objectives and outcomes</i> .....	32
5.3	<i>Strategies</i> .....	34
5.3.1	<i>Quality and relevance</i> .....	35
5.3.1.1	<i>Reform of the written curriculum for various types of education and at all levels</i> .....	36
5.3.1.2	<i>Implement the new curriculum</i> .....	38
5.3.1.3	<i>Ensure teachers and educators are better qualified, certified, and employed according to national standards and regulations</i> .....	39
5.3.1.4	<i>Develop leadership skills so principals are able to lead the pedagogical, organizational, educational and environmental development of schools with participation of stakeholders</i> .....	40

5.3.1.5	<i>Ensure the school environment is inclusive, safe and conducive to learning and positive social relations</i> .....	40
5.3.1.6	<i>Improve the support to teachers and principals and their accountability</i> .....	41
5.3.1.7	<i>Develop and implement student learning assessment systems</i> .....	42
5.3.2	<i>Equitable Access</i> .....	43
5.3.3	<i>Efficient and Transparent Management</i> .....	53
5.4	<i>Creative ways to overcome challenges</i> .....	56
6.	<i>Implementation arrangements</i> .....	61
6.1	<i>Annual Operational Plans and budgets</i> .....	61
6.2	<i>MoE Institutional Reform</i> .....	61
6.3	<i>Capacity Development</i> .....	62
6.4	<i>Responsibilities delegated to decentralised levels of MoE</i> .....	62
6.5	<i>Synergy with other Ministries</i> .....	63
6.6	<i>Role of Civil Society and NGOs</i> .....	63
6.7	<i>Role of the private sector</i> .....	63
6.8	<i>Role of Development Partners</i> .....	64
6.9	<i>Role of Parents and Community</i> .....	64
6.10	<i>Risks and Risk Mitigation</i> .....	65
6.10.1	<i>Risk Matrix</i> .....	66
6.10.2	<i>Sector Monitoring</i> .....	71
6.10.3	<i>Monitoring Process</i> .....	71
6.10.4	<i>Reporting</i> .....	72
6.10.5	<i>Monitoring of Learning Outcomes</i> .....	72
6.10.6	<i>Monitoring Teacher Performance</i> .....	73
6.10.7	<i>Sector Monitoring Matrix</i> .....	73
7.	<i>Resources needed: How to make means meet the ends</i> .....	82
7.1	<i>Cost and finance of the Plan</i> .....	83
7.2	<i>Development Budget</i> .....	84
7.3	<i>Operating Budget</i> .....	85
7.4	<i>Financing</i> .....	86
7.5	<i>Simulation modelling of NESP III</i> .....	87

## ABBREVIATIONS

AAOD	Accessibility Organizations for Afghan Disabled
AFMIS	Afghanistan Financial Management Information System
Afs	Afghanistan currency, the Afghani
AKF	Aga Khan Foundation
ALC	Accelerated Learning Centre
ALCS	Afghanistan Living Conditions Survey
AMICS	Afghanistan Multiple Indicator Cluster Survey
ANDS	Afghan National Development Strategy
ANQF	Afghanistan National Qualification Framework
AREU	Afghanistan Research and Evaluation Unit
ARTF	Afghanistan Reconstruction Trust Fund
BEPA	Basic Education Programme (GIZ, Germany)
BESST	Building Education Support System for Teachers
CBE	Community Based Education
CBR	Capacity Development for Results
CCP	Citizen's Charter Programme
CD	Capacity Development
CDC	Community Development Council
CEDAW	Convention on Elimination of All Forms of Discrimination Against Women
CLC	Community Learning Centre
CPAN	Child Protection Action Network
CPD	Continued Professional Development
CSO	Civil Society Organisation
CSO	Central Statistics Organization
DAD	Donor Assistance Database
DED	District Education Directorates
DM Literacy	Deputy Ministry for Literacy
DM TVET	Deputy Ministry for Technical and Vocational Education and Training
DP	Development Partners
ECD	Early Child Development
ECCD	Early Childhood Care and Development
EDB	Education Development Board
EFA	Education for All
EJSR	Education Joint Sector Review
ELA	Enhancement of Literacy in Afghanistan
EMIS	Education Management and Information System
EQUIP	Education Quality Improvement Programme
ESA	Education Situation Analysis
FTI	Fast Track Initiative
GDP	Gross Domestic Product
GE	General Education

GER	Gross Enrolment Ratio
GMU	Grants Management Unit
GoA	Government of Afghanistan
GPE	Global Partnership for Education
ICT	Information and Communication Technology
IDP	Internally Displaced Persons
IGoA	Islamic Government of Afghanistan
IIEP	International Institute for Educational Planning
IRoA	Islamic Republic of Afghanistan
HDI	Human Development Index
HDR	Human Development Report (UNDP)
HRD	Human Resource Development
HRDB	Human Resource Development Board
ICT	Information and Communication Technology
IMF	International Monetary Fund
ISAF	International Security Assistance Force
INSET	In-service Teacher Training
IT	Information Technology
LCEP	Learning for Community Empowerment Program
LEAP	Literacy Enhancement for Afghan Police
M&E	Monitoring and Evaluation
MAIL	Ministry of Agriculture Irrigation and Livestock
MDG	Millennium Development Goal
MICS	Multiple Indicator Cluster Survey
MoCIT	Ministry of Communication and Information Technology
MoE	Ministry of Education
MoF	Ministry of Finance
MoHE	Ministry of Higher Education
MoHRA	Ministry of Hajj and Religious Affairs
Mol	Ministry of Interior
MoLSAMD	Ministry of Labour, Social Affairs, Martyrs and Disabled
MoPH	Ministry of Public Health
MoRR	Ministry of Refugees and Repatriations
MoRRD	Ministry of Rural Rehabilitation and Development
MoUD	Ministry of Urban Development
MoWA	Ministry of Women's Affairs
MPI	Multiple Poverty Index
MTFF	Medium-term Fiscal Framework
NAPWA	National Action Plan for Women of Afghanistan
NDP	National Development Program
NER	Net Enrolment Ratio
NESP	National Education Strategic Plan
NESP II	National Education Strategic Plan II (1389-1393/2014)
NESP III	National Education Strategic Plan III (1396-1400/2017-2021)
NFEMIS	Non Formal Education Management Information System
NGO	Non-Governmental Organisation
NPP	National Priority Programme



NQA	National Qualification Authority
NRVA	National Risk and Vulnerability Assessment
NSP	National Solidarity Programme
NTA	National Technical Assistant
O&M	Operations and Maintenance
ODA	Official Development Assistance
OECD	Organisation for Economic Cooperation and Development
PED	Provincial Education Department
PFM	Public Financial Management
PRT	Provincial Reconstruction Team
PCR	Pupil Class Ratio
PTR	Pupil Teacher Ratio
PRESET	Pre-service Teacher Training
TSR	Teacher Student Ratio
REU	Research and Evaluation Unit
SBS	Sector Budget Support
SCA	Swedish Committee for Afghanistan
SDG	Sustainable Development Goal(s)
SMC	School Management Committee
SWAp	Sector Wide Approach
SY	Solar Year
TA	Technical Assistance/Assistant
TB	Textbook
ToC	Theory of Change
TTC	Teacher Training Centre
TVET	Technical & Vocational Education and Training
UNAMA	United Nations Assistance Mission to Afghanistan
UNDAF	United Nations' Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nation's Children Fund
UNSCR	United Nations Security Council Resolution
WB	World Bank

Education and the Future for Afghan Refugees  
Sebastian Rich, UNHCR, 2015



## 1. Foreword by H.E. Minister of Education

The achievements of Afghanistan's education reconstruction since 2001 are recognised as dramatic and remarkable. The Government of the Islamic Republic with the support of its Development Partners (DPs) and of Civil Society Organisations (CSOs) has established over 13,000 new schools, the majority of which have involved new infrastructure and building. The number of children in school has risen by almost nine times with 39% of them girls. A third of our teachers in General Education are women with female teachers currently accounting for over 60% of graduates from Teacher Training Colleges. New strategies, such as Community Based Education (CBE) have spread education for millions of children to remote villages, where the opportunity to go to school has never reached before. Education has become a vital pathway to participation in the future of the nation and to Afghanistan's stability and democracy.

The challenges to progress remain, however, and are not under-estimated. We must improve the relevance and quality of learning so that children are better prepared for employment with skills as well as knowledge. A major curriculum and training reform will be at the heart of this strategy. Enhancing the competencies of teachers will be a priority in our reform agenda. We will increase alternative learning opportunities, making better use of our existing resources (human and infrastructure), for example, offering after work classes for private sector apprentices in general education schools and encouraging teachers to participate in training adults on literacy courses. We will significantly reduce Afghanistan's illiteracy rate over the next 5 years. We will reduce the number of schools without walls and other infrastructure and make real progress towards meeting the international Sustainable Development Goals (SDGs). And we will undertake a sustainable capacity development reform to ensure the Ministry has the personnel needed to make these changes.

NESP III was developed through participation of stakeholders in Afghanistan's education. The process balanced aspirations for the vision of a positive future for our country with a realistic appreciation of the constraints. We have focused on the essential areas where we must make progress, and developed plans for partnerships with the private sector, communities and civil society in areas where we will share implementation. Government investment in education will grow as our new strategies take root, but the main emphasis will remain to join together to make education work for our people.

At the heart of NESP III is the careful monitoring of results. The strengthening of MoE's monitoring and evaluation capacity is important to us and all our partners. We will share findings with DPs, with local communities and the beneficiaries of the education system. NESP III has set measurable and achievable targets for progress towards realistic goals over the next 5 years. MoE will account transparently for the use of resources and will publish our achievements to build confidence in the administration. We will adjust our strategies as needed, and as we learn from the experience of implementation.

The Ministry of Education will use NESP III to evolve into a student and teacher-centred organisation, facilitating implementation and monitoring the results of this most important national contribution to Afghanistan's development.

Assadullah Hanif Balkhi  
Minister of Education



Afghan boys call out the letter their teacher points to during class  
Sgt. Mark Fayloga, forwallpaper.com, 2010



## 2. Executive Summary

### Good achievements but need for more

Since 2001 the Government of the Islamic Republic of Afghanistan has made significant achievements with the support of the Development Partners (DPs) in rebuilding Afghanistan's education system. The number of children in school has risen by almost nine times. There were more than 9.2 million students in 1394 (2015), of which 39% are girls. The number of schools has increased from 3,400 to 16,400. School Shuras have played a key role in community participation in the education of children at the local level.

However, there is still a huge demand for education. The priority of the new government is to complete the building of more schools, to improve the quality and relevance of programmes, and to prepare graduates better for productive work. A large gap remains between provinces and between urban and rural areas. Over the next 5 years, the Ministry of Education aims to increase current low primary attendance and improve secondary school enrolments especially for poor and disadvantaged children in rural areas where only 21% of girls and 43% of boys attend school. It will streamline Ministry operations, improving the efficiency and harmonisation of donor funding and strengthen programme management. A major challenge is to improve data collection, reporting and analysis especially in addressing differential performance across the country. A detailed Education Sector Analysis (ESA) was conducted to provide the basis for discussion and planning. NESP III will serve as framework for the design of follow on donor programmes (EQUIP, GPE, etc.).

The following table summarises the current position with key quality targets for NESP III and the achievement of internationally agreed Sustainable Development Goals (SDG) by 1409/2030.

A) ENROLLMENTS, CLASSES & TEACHERS	1394	1396	1400	1409
	(2015)	(2017)	(2021)	(2030)
Total enrolment (all programs, in 000)	9,200	9,716	11,400	13,600
Primary GER	111.5%	114.1%	118.9%	112.0%
Gender parity index for primary GER	0.67	0.69	0.77	0.96
Lower secondary GER	66.9%	76.6%	95.4%	122.0%
Gender parity index for Lower secondary GER	0.57	0.63	0.69	0.81
Upper secondary GER	42.2%	46.3%	65.4%	98.9%
Gender parity index for Upper secondary GER	0.52	0.55	0.64	0.73
Number of children in CBE classes (000)	333.8	550	400	100
Students/class ratio in public GE	40.8	40.6	40	36.6
Textbook to pupil ratio	6.1	8.1	12.0	12.0
% female teachers in GE	33.3%	35.1%	40.7%	46.0%
Total enrolment in TVET (000)	81.5	82.4	153.6	499.2
% female enrolment in TVET	17.1%	18.9%	25.9%	33.0%
% of schools with adequate building	51%	51%	62%	89%
Number of adult literacy learners (000)	392.9	410	600	800.0
% Female literacy learners	53.9%	57.2%	60.2%	62.5%

Current figures and targets from projection model used for NESP III and SDG

### Cooperating Ministries

The Ministry of Education has the principal mandate for education in Afghanistan. However, other Ministries and government agencies also implement programmes. The Ministries of Higher Education, of Labour, Social Affairs, Martyrs and Disabled, of Hajj and Religious Affairs, of Women's Affairs and of Rural Rehabilitation and Development all provide/support education services. Cooperation between Ministries must be improved and extended to the mutual benefit of all involved.

### Development Partners

Afghanistan's Development Partners (e.g. USAID, DFID, the World Bank, the UN Agencies and the Embassies of Sweden, Canada, Germany, Australia, Japan, Norway, Finland and Denmark) have been fully involved in the planning process for NESP III. Civil society and NGO implementing partners have been represented also through the participation of the Swedish Committee for Afghanistan, Save the Children, the Aga Khan Foundation and Agency Coordinating Body for Afghan Relief. The Community Based Education programme in particular has ongoing support from Civil Society organisations. Aid effectiveness has always been an acknowledged priority, but is now vital for the success of NESP III.

### Sector goals

The Strategic Plan is presented in three main sections: 1) Quality and relevance; 2) Equitable access, and 3) Efficient and transparent management. Past Plans reflected the institutional organisation of the Ministry and were divided into Programmes (General Education, Curriculum, Literacy, etc.). The change anticipates the planned review of Ministry structures and functions.

The common **Goal** of the Strategic Plan is ***to prepare skilled and competent citizens through the education system to sustain Afghanistan's socioeconomic development and social cohesion.***

Afghanistan is a fragile, post conflict society. The education system has to provide the country's children and youth with a mind-set that shows the future of the country belongs to them. Education must satisfy the material and psychological needs of individuals and create a sense of shared social responsibility.

### Policy objectives and outcomes

The Theory of Change (ToC) that guides NESP III is summarised in the diagram on the following page. Essentially the 3 Major Components (Quality and Relevance, Equitable Access, Efficient and Transparent Management) build a hierarchy of results, which contribute to the above common Goal. Each Component has its own **Overall Objective**. These are:

**Quality and Relevance: Learners at all levels acquire the knowledge, skills, attitudes, and values needed to be productive, healthy, and responsible citizens prepared to contribute to the welfare of society and equipped for viable employment in the national and international labour market**

**Equitable Access: Increased equitable and inclusive access to relevant, safe, and quality learning opportunities for children, youth, and adults in Afghanistan, especially women and girls**



**Efficient and Transparent Management: Transparent, cost-effective and efficient delivery of equitable quality education services at national and sub-national levels**

**Strategies and Strategic Framework**

The three Components will be realised by different strategies targeting expected results with different levels of specificity, Long-term and Intermediate Outcomes and a number of Outputs relating to shorter-term and annual activities. The NESP III Policy Action Matrix (PAM) and Outcome/Output Matrix are presented in an Annex to this Plan. They add detail to the Theory of Change diagram below. NESP III also includes a detailed analysis of Risks and Mitigation Strategies as well as a Monitoring Matrix presenting the annual targets that will be monitored by MoE over the 5-year period. These will help to show whether the Plan is on track and will allow adjustments to strategies where needed.

**Quality and Relevance**

The priority for the Ministry and its partners is to improve education quality and relevance. Hence strategies for development of a more relevant curriculum are presented first followed by strategies to ensure the curriculum is better implemented and assessed.

NESP III will improve curriculum quality and relevance and develop assessment systems to ensure learning is focused on results. Following the functional review of MoE operations, planned as an early Management strategy, coordinated curriculum development will address, in an integrated manner, the various education subsectors General Education, Literacy, TVET and Islamic Education. This will ensure more efficient and user-friendly pathways for learners. To improve the labour market skills and capacity, the education sector will strengthen linkages with industry, employers and SMEs, to ensure skilled graduates meet market demands. This will require review of the formal TVET system and expansion of carefully targeted support for the informal and formal private sectors, which are training the majority of TVET learners (at least 10 times as many learners as the public TVET schools).

### THEORY OF CHANGE FOR NESP III

COMPONENT	1. QUALITY AND RELEVANCE				
OVERALL OBJECTIVE	Learners at all levels acquire the knowledge, skills, attitudes, and values needed to be productive, healthy, and responsible citizens prepared to contribute to the welfare of society and equipped for viable employment in the national and international market				
Long-term outcome QR1	The capacity of the education system to develop and monitor student attainment relevant to individual and social needs is improved				
Intermediate Outcomes	<i>1.1 Reformed curriculum for education at all levels</i>	<i>1.2 Teacher training, and student textbooks and materials based on new curriculum are developed</i>	<i>1.3 Student learning assessment system developed and implemented</i>		
Long-term outcome QR2	The capacity of schools/learning centers to promote student/learner attainment is improved				
Intermediate Outcome	<i>2.1 Teachers and educators better qualified, certified, and deployed according to national standards and regulations</i>	<i>2.2 Principals ensure the school is inclusive, safe and conducive to learning and positive social relations with the participation of stakeholders</i>	<i>2.3 Support to teachers and their accountability improved</i>	<i>2.4 Quality textbooks and materials used in schools and learning centers</i>	<i>2.5 Schools and learning centers satisfy standards as safe and conducive learning</i>
COMPONENT	2. EQUITABLE ACCESS				
OVERALL OBJECTIVE	Increased equitable and inclusive access to relevant, safe, and quality learning opportunities for children, youth, and adults in Afghanistan, especially women and girls				
Long-term outcome EA1	Increased equitable availability of responsive, safe and conducive learning and skills training opportunities				
Intermediate outcome	<i>1.1 Provincial/district plans for schools/ learning centers/TVET centers drafted based on local needs</i>	<i>1.2 Establish and support CBE and ALP programs</i>	<i>1.3 Increased deployment of female teachers in all areas, especially rural</i>	<i>1.4 TVET training and support meeting private sector need</i>	<i>1.5 Literacy programs contribute to lower national illiteracy rates</i>
Long-term outcome EA2	Increased community (and parent) commitment and participation in education including TVET				
Intermediate outcome	<i>2.1 School/learner center shuras actively engaged in support for education and skills learning</i>				

COMPONENT	3. EFFICIENT AND TRANSPARENT MANAGEMENT		
OVERALL OBJECTIVE	Transparent, cost-effective and efficient delivery of equitable quality education services at national and sub-national levels		
Log-term outcome ETM1	Improved institutional framework for education service delivery standards and responsibilities		
Intermediate Outcome	<i>1.1 Results-based institutional framework and organizational structure with defined core functions and competencies developed</i>		
Long-term outcome ETM2	Partnership mechanisms established with civil society, the private sector, and development partners		
Intermediate Outcome	<i>2.1 Systems and procedures to enter formal contract service, outsourcing, and partnership agreements are reformed or established</i>		
Long-term outcome ETM3	Resources (including human resources) are used effectively and accounted for transparently at all levels and anti-corruption improved within the MoE		
Intermediate outcomes	<i>3.1 Result-based/norm-based systems of resource allocations for equitable service delivery implemented</i>	<i>3.2 Competent human resources to effectively plan, manage, and deliver results</i>	<i>3.3 Transparency, accountability, and anti-corruption systems for resource management adopted</i>
Long-term outcome ETP4	Monitoring and evaluation that support decision-making strengthened		
Intermediate Outcome	<i>4.1 Effective and integrated monitoring and evaluation system implemented</i>		

Further strategies will increase the percentage of textbooks schools receive through a number of activities improving coordination, decentralisation, planning and pilot outsourcing to private publishers. ICT based textbooks and learning materials will be piloted also.

The following provides a summary of six areas of focus for quality improvement:

1. Develop the relevance of the curriculum, to provide learners with appropriate social values and the skills needed to put knowledge to practical personal use as well as for the community, society and the nation
2. Preparation and deployment of professional teachers through a competency-based training programme, a system for support with quality assurance, and flexible deployment models
3. Preparation and deployment of school administrators including principals trained in leadership roles in management, administration, school improvement and supervision of teachers
4. Creation of a school and classroom environment that is safe (physically and psychologically), healthy, non-discriminatory, inclusive and child friendly
5. Teacher professional development to ensure continuous improvement in instruction quality in government, private and community schools. Revision of the policy for teacher evaluation linked to promotion and official teaching credentials through the national credentialing program
6. Routine objective assessment of student learning outcomes in country



## Equitable Access

The second major component is the improvement of Equitable Access to learning. Equity is an essential element in NESP III and is addressed in many sections and strategic aspects of the Plan. Disaggregation of access by gender will allow MoE to track equitable access by girls and women. The policies governing equitable provision of education opportunity for disadvantaged sections of society are highlighted. NESP III will seek to implement a strategy of inclusiveness and mainstreaming of specific groups, ensuring equal access for all concerned, while monitoring performance to allow targeted strategic responses to identified needs. There are two approaches to this policy priority: **Supply Side Strategies**, and **Demand Side Strategies**.

**A: Equitable Access Supply Side Strategies:** The main supply-side strategies for NESP III will address:

- Geography - including differences between the situation in urban and rural areas
- Gender - including access and retention of girls in schools and other learning programmes
- Inclusion - including learners with special needs, IDPs, returnees and other disadvantaged groups

Access will involve the different pathways through which learning opportunities can be offered including mainstream Primary and Lower Secondary (Basic) education, Secondary education, Community-Based Education (CBE), Islamic education, TVET and Pre-school centres. Alternative pathways will also include Accelerated Learning Centres (ALC), Community Learning Centres (CLC), literacy and adult learning programmes, Mosque-based learning, distance and home-based learning. Programmes will seek to expand availability, making use of existing facilities in new ways, opening informal centres or exploiting information technology solutions to overcome the challenges of geography and restrictions on access.

**B: Equitable Access to Educational Opportunities Demand Side Strategies:**

Some of the key demand side barriers are poverty, social norms and practices (early marriages) and these are exacerbated by supply related issues such as lack of schools within walking distance, lack of female teachers, etc. To facilitate equitable access linking both supply and demand will be critical to ensuring children complete basic education and learners in general make full use of learning opportunities.

Community participation and commitment is a key strategy and sustained community participation will be encouraged and monitored. The GoIRA has established a process to extend the Citizen's Charter initiative to guarantee a minimum set of core services to all citizens, using CDCs as the primary vehicle for service delivery, linked to local capacity development and grants for school development planning. Ongoing discussions between line Ministries, especially MoF, MoE and MoRRD are elaborating the mechanisms for funding these local activities. Under NESP III CDCs will work with school shuras (School Management Committees) to extend planning and monitoring of education services to local communities.

## Efficient and Transparent Management

NESP III will improve administrative and management support for both better quality and access to learning. Many strategies are cross-cutting and directly or indirectly impact programmes at all levels. A review of the functional organisation of MoE and associated

human resource planning are the first steps to be taken in improving coordination and efficiency within MoE management. The functional review **will** define core and non-core operations and clarify the Terms of Reference of MoE institutions. Improved recruitment, training, mentoring and professional development systems for tashkil staff will be introduced. This will target especially decentralised capacity development and will ensure equitable and needs-based staff development in all provinces.

Decentralisation is a priority for the education system. In NESP III provincial and district education departments and schools will have greater input in the planning and control of their budgets. Capacity weaknesses and the level of authority will be addressed and monitored under the Human Resource Development (HRD) strategies with links to the CBR programme, which has already begun. MoE staff recruitment will match the functional restructuring and National Technical Assistants will be accountable for results under NESP III and for the development of tashkil capacity.

The MoE plans to bring up-to-date existing agreements with DPs and other partners (e.g. line Ministries) and to review and define partnership agreements between MoE and communities, civil society, DPs and private sector stakeholders. Integral to these agreements MoE will develop minimum delivery packages for resources in schools and learning centres to ensure harmonised and sustainable funding and support.

Corruption is the second major problem facing Afghanistan after security. MoE has identified the elimination of corruption at all levels as a high priority. MoE will develop, in collaboration with other stakeholder ministries, a robust anti-corruption strategy to restore public and donor confidence in equitable and transparent programme delivery including the dissemination and open publication of policies, standards, plans, budgets, results and reports.

Monitoring of education performance has significantly improved over the last few years with two dedicated units in MoE. NESP III will develop capacity for monitoring and evaluation at all levels. This will involve training and legislative and regulatory changes devolving greater responsibility for data collection, retention and use to local levels. Supervisory visits from central and provincial levels will check the accuracy of data. Equipment (ITC and display boards) will be used to display and to report information. A further principle of NESP III is the introduction of independent third-party monitoring and verification into MoE data systems.

### **Implementation**

Implementation of NESP III will be undertaken within the existing framework of Operational Plans. All Ministry staff will be oriented, both jointly and separately with implementing partners in other ministries and with NGO/CSO and DPs, towards the new approaches and policy priorities in NESP III. Annual operational plans will focus on annual output targets as set in the Monitoring Matrix. Training workshops and guidelines will ensure that all staff have clearly understood the tasks assigned to them.

A re-division of mandates, tasks and functions forms the basis for re-thinking the roles of groups involved in Afghan education. Following the functional review, a capacity development programme will rapidly begin the process of ensuring staff are in place to implement NESP III priorities. Decentralised provincial and district education departments as well as the central departments will be responsible for the annual targets, and for organising their resources towards achieving them. Implementation of the Strategic Plan will involve

revised relations with other Ministries as well as with Civil Society, NGOs and the private sector. Relations with development partners are also set to change under NESP III. The essential role of parents and communities will have greater recognition and support.

### **Risks**

NESP III includes a detailed Risk assessment and list of mitigating strategies. These are set out in a Risk Matrix, which follows the expected Outcomes in the Policy Action Matrix. In the Risk Matrix the risks to all NESP III outcomes are assessed in terms of their likelihood and the potential impact of a threat occurring. The mitigation strategies envisaged are also shown. On the whole, apart from the underlying insecurity, the number of high risk or likely threats is not great. Only 6 out of 25 outcomes are considered to face the highest level of risk. 11 outcomes are assessed as low-level risk, and 8 face a medium risk.

### **Monitoring**

Within MoE the monitoring function is carried out through Annual Plans, target setting, budget allocation and through a monitoring and evaluation process. Implementation reports present progress against targets and resource disbursement against budget allocations. NESP III includes a provision (with related outcome and output targets) for strengthening the collection of data at school level through increased participation and transparent dissemination of information. In addition, MoE will consolidate national, provincial and district processes and integrate information within a single Information Management System.

School Management Shuras will receive training in reviewing School Development Plans and provide inputs for addressing the local challenges, and also, jointly with school managements, conduct annual EJSR of school performance. MoE will strengthen the national Citizen's Charter Programme objectives by aligning grant allocations with local and national programmes.

NESP III includes a detailed Monitoring Matrix covering a wide range of expected Outcomes and Outputs, which will track performance of NESP III strategies implemented by MoE, partner Ministries, CSO/NGO partners, private sector and community participants in education service delivery. This will be used as the basis for reporting at the annual Education Joint Sector Review, and for subsequent adjustment of strategies as required.

Student learning assessment and teacher performance will also be monitored under the NESP III arrangements. In the case of the former this will be done by applying the newly developed assessment mechanism, and in the latter through the credentialing and annual appraisal system, which will be reinforced by the capacity development programme.

### **Cost and Finance of the Plan**

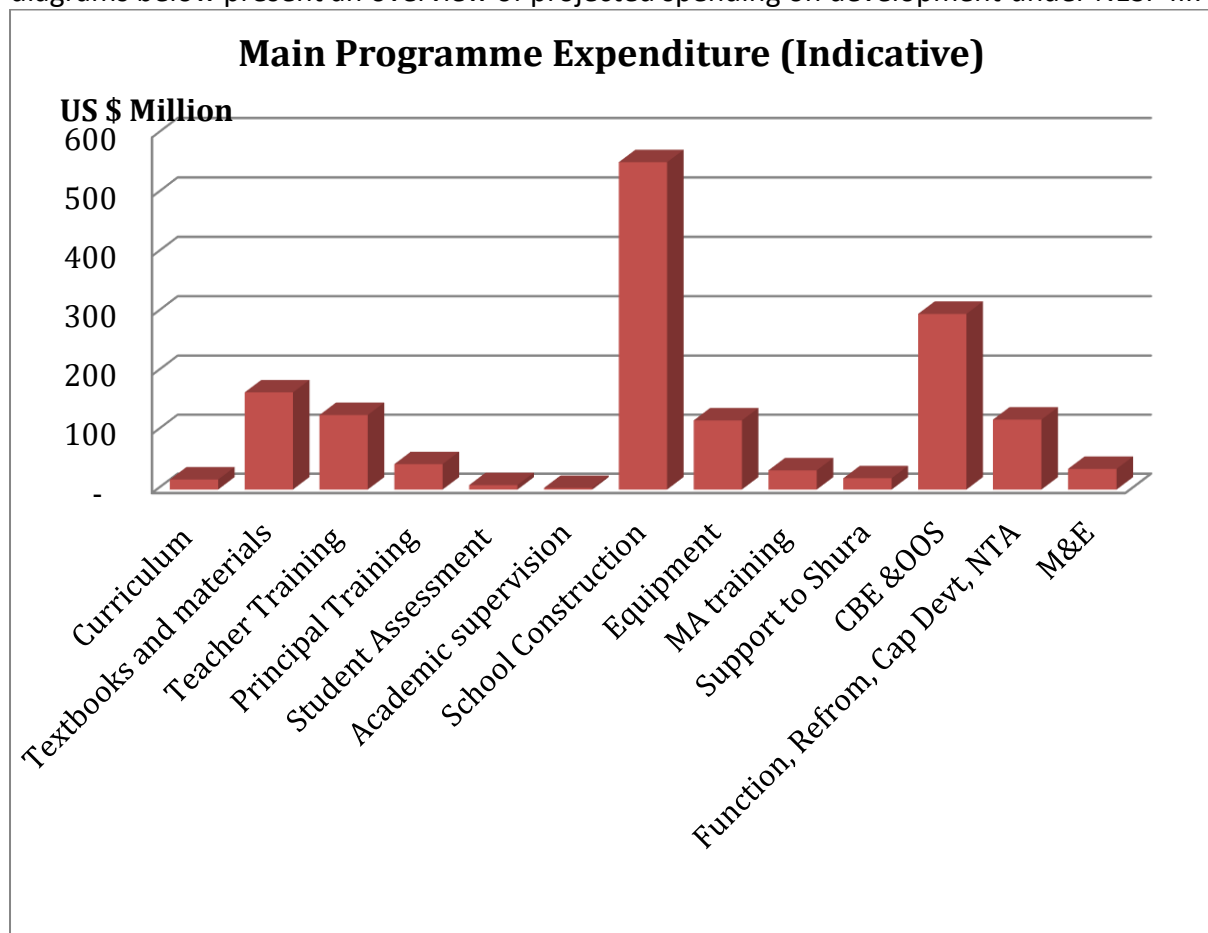
Achieving the educational goals of NESP III by 1400 (2021) and addressing the challenges presented by the difficult security situation will be costly. Demand for education services continues to expand and is increasingly focused on quality and relevance.

In 2016 the education budget is expected to be composed of 64.5% for operating costs (mainly salaries), and 35.5% for development. Recently the recurrent budget has been almost completely utilized, while development budget expenditure has been only 50%. MoE is determined to improve efficient disbursement of the development budget with the assistance of its DPs. Donors' contributions to education are preconditions for success in achieving NESP III's objectives and, eventually, SDG goals.

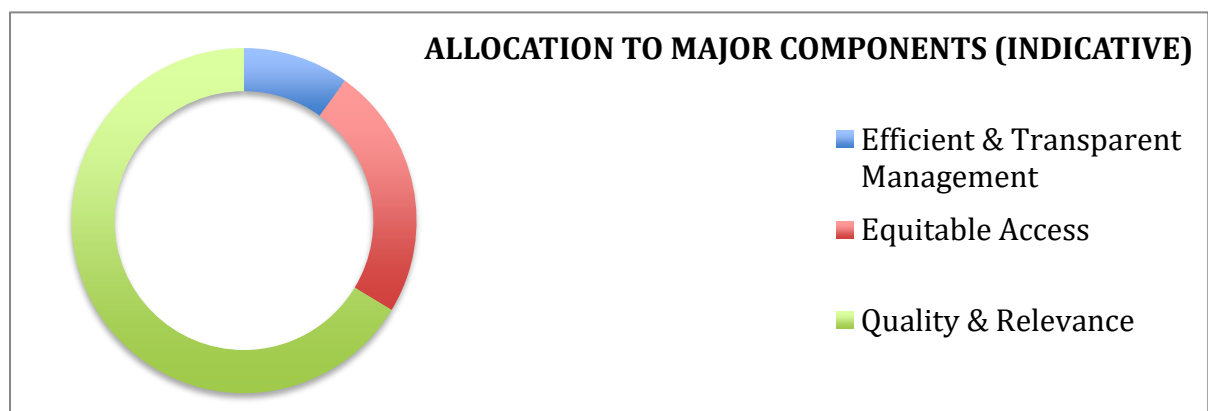


Targets for NESP III were calculated on the basis of extensive discussions with DPs and GoIRA leadership, especially within MoE over several months. Key criteria included Ministry capacity, feasibility given the underlying fragility of the country and the likely availability of resources.

The major cost items calculated for the development budget include construction of education institutions/schools and education quality programmes including the CBE and OOS programmes, curriculum reforms and teacher training activities. The cost of equipment (including science labs, computers and workshop equipment for TVET schools) and the functional reforms, covering capacity development and reformed use of NTA are the next largest indicative items that cannot be covered through the ordinary budget at this stage. The diagrams below present an overview of projected spending on development under NESP III:



Based on budget figures from the summary below



<b>Efficient &amp; Transparent Management</b>	159,455,146
<b>Equitable Access</b>	379,759,417
<b>Quality &amp; Relevance</b>	1,062,545,329

The total development budget financing requirement for the three NESP III components is shown in the table and diagram above. Budget allocations (indicative percentages) for each of the 3 main Components of NESP III are 66.3%, 23.7% and 10% respectively for the 5-year plan. In US\$ (Millions) the amounts are \$1062.55, \$379.76 and \$159.46 (total: \$1601.76).

### **Projections and funding gap**

As part of the process of NESP III preparation, including the identification of policy priority outcomes and targets, a financial simulation model was developed and used as a tool for estimating resource requirements and planning financing arrangements.

Projections for ODA grants in support of NESP III are based on estimates. A conservative assumption is that off-budget grants for education amount to the equivalent of 65% of the Government development allocation to MoE, i.e. 46.6 bn Afg for the NESP III period (\$0.69 bn USD).

Comparing the two sources (Government and off-budget grants) to the planned expenditures for NESP III it is found that a funding gap of 55.7 bn Afg—or 18% of the total allocation (national and international)—will run throughout the plan period. It is noted that the funding gap will not be uniform across the period, and range between 10.9% in 2017 to 21.5% in 2021.

A funding gap of 18% (832.2 m USD) is within manageable uncertainties, since most of the DPs have not yet officially announced their funding to education and it will be clearer after the Brussels conference. It was obtained by considering several scenarios and discussion of options by MoE and DPs. A number of trade-offs were made between the desirable targets on the one hand and financial and capacity constraints on the other.

**Key cost and financing indicators (amounts in bn Afghanis)**

The figures shown in the table focus on the NESP III period (1396-1400).

Indicators	1394 (2015)	1395 (2016)	1396 (2017)	1397 (2018)	1398 (2019)	1399 (2020)	1400 (2021)
<b>Total MoE recurrent expenditure (million Afg)</b>	30,411	31,187	33,680	36,220	38,883	41,675	44,599
<b>% Wages and salaries</b>	92.0%	93.0%	92.7%	92.0%	91.3%	90.5%	89.8%
<b>MoE Development expenditure (million Afg)</b>	5,873	16,178	16,002	19,971	22,317	23,467	25,560
<b>Nominal GDP (billion Afg)</b>	1,210.9	1,370.6	1,555.9	1,754.1	1,977.5	2,229.4	2,513.4
<b>Government recurrent expenditure (% GDP)</b>	19.4%	20.1%	19.6%	18.4%	18.4%	18.4%	18.4%
<b>Government development expenditure (% GDP)</b>	6.9%	12.3%	7.5%	6.6%	6.6%	6.6%	6.6%
<b>MoE recurrent expenditure (% Government recurrent)</b>	12.9%	11.3%	9.9%	9.4%	9.2%	9.0%	9.0%
<b>MoE development expenditure (% Government development)</b>	7.1%	9.6%	9.6%	9.6%	9.7%	9.7%	9.7%
<b>MoE recurrent allocation (million Afg)</b>	30,411	31,187	30,260	30,362	33,599	37,012	41,727
<b>MoE development allocation (million Afg)</b>	16,505	16,178	1,400	1,112	1,303	1,469	1,665
<b>MoE Off-Budget grants (% of development expenditure)</b>	36.1%	36.6%	71.4%	62.2%	61.4%	60.8%	70.00%
<b>MoE Off-Budget grants (million Afg)</b>	9,329	9,329	9,329	9,329	9,329	9,329	9,329
<b>MoE Funding Gap excluding Off-Budget grants (million Afg)</b>			<b>14,751</b>	<b>19,336</b>	<b>21,782</b>	<b>22,105</b>	<b>24,431</b>
<b>MoE Funding Gap including Off-Budget grants (million Afg)</b>			<b>5,422</b>	<b>10,007</b>	<b>12,453</b>	<b>12,776</b>	<b>15,102</b>
<b>MoE Funding Gap including Off-Budget grants (% of allocation)</b>			<b>10.9%</b>	<b>17.8%</b>	<b>20.3%</b>	<b>19.6%</b>	<b>21.5%</b>
<b>Funding gap over the plan period (1396-1400)</b>					<b>18.0%</b>		

Source: MoE, Department of Planning and Evaluation, 1395




Girls to participate in the class of informal education that have been made outside of the mosque in Helmand province

Holt, UNICEF, 2010







### **3. Introduction: A new focus on opportunity, productivity, efficiency, and transparency**

#### **3.1 Background**

The Government of the Islamic Republic of Afghanistan has made significant achievements with the support of the Development Partners (DPs) in rebuilding Afghanistan's education system. The number of children in school has risen by almost nine times. Remarkable progress has been made in rebuilding schools and increasing overall enrolments from approximately 0.9 million students in 2001, almost none of them girls, to more than 9.2 million students in 1394 (2015). Of these 39% are girls.

New schools have been established in rural villages to reduce the walking distance from home. The number of schools has increased from 3,400 to 16,400. Over 8,000 schools have been constructed to provide an environment conducive to learning. School Shuras have played a key role in community participation in the education of children at the local level.

However, in light of continued huge demand for education and the priority of the new government, the need to complete the building of more schools and equip them adequately, the need to improve the quality and relevance of programmes, and to prepare graduates better for productive work has become more urgent. In January 2016, H.E President Ashraf Ghani sent the strong message, welcomed and accepted by Development Partners, that a fundamental change of approach is needed.

Public perceptions of performance in the education system have a direct impact on confidence in the government. The President and government leadership acknowledge, therefore, the need to rebuild trust in Afghanistan's education service delivery through new forms of participation, transparency and a focus on results. The sector efficiency and contribution to economic growth urgently need to be raised.

#### **3.2 Context of NESP III preparation**

The new government is in the process of drafting a new national development strategy to closely align the socio-economic programme with aspirations of the public and the country's needs. The Citizen's Charter will form the keystone for service delivery.

NESP-III has been developed based on the lessons learned from the implementation of previous NESPs, with active participation of key stakeholders<sup>1</sup> through a steering committee and technical working groups. A detailed Education Sector Analysis (ESA) was conducted to provide the basis for discussion and planning.

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<sup>1</sup> E.g. MoWA contributed to discussion of options for deployment, development and support for female teachers in order to increase numbers of female teachers and students in rural areas

NESP-III<sup>2</sup> will serve as a framework for the design of follow on donor programmes (EQUIP, GPE, etc.). This new Plan represents a fresh approach with greater attention to results and to better ways of providing education for the Afghan people.

### **3.3 Purpose of NESP III**

The primary purpose of the National Education Strategic Plan (NESP III) is to establish a new framework for the realization of national social and economic priorities and to focus the education system on efficient delivery of results, better opportunities for children and youth, and more relevant education for Afghanistan's people.

The Plan addresses priorities identified by the ESA and directions provided by H.E the President of Afghanistan. The quality and relevance of learning, enrolment of school age children, particularly girls into education, streamlining of Ministry operations and functions, greatly improving the efficiency and harmonisation of donor funding and programme management will all be key focus areas.

### **3.4 Methodology of NESP III Preparation**

An MoE steering committee lead by H.E. the Minister of Education lead the development of NESP-III, providing policy directions and reviewing the policy options provided by the technical working groups. The General Directorate of Planning and Evaluation of MoE served as the secretariat for the steering committee and the development of NESP.

The Human Resource Development Board (HRDB)<sup>3</sup> oversaw preparation by the technical groups under the Joint Working Group (JWG). Policy statements, Outcomes, Strategies and Outputs reflect the new direction under three components: (1) Quality and Relevance, (2) Equitable Access, and (3) Efficient and Transparent Management. In contrast to the traditional silo approach used in the previous NESPs, this new structure of NESP provides a holistic measure for development of education over the next five years.

A zero draft NESP-III was prepared by MoE in 2015. The ESA was commissioned to capture the progress, challenges and needs of the education sector. The ESA was informed largely by EMIS data, National Risk and Vulnerability Assessment (NRVA), and other surveys and evaluation reports. The annual Education Joint Sector Review (EJSR) conducted by MoE in 2015 provided additional recent analytical updates.

A team of consultants was deployed to facilitate and provide technical support to the process and the technical working groups were composed of key staff from MoE, other ministries supporting education, DPs and NGO/CSOs working together on the development of the document.

A series of workshops was conducted over a five-month period to present ESA, EJSR findings and recommendations, draft and discuss the policy framework, outcomes, strategies and targets. A simulation model was developed, presenting choices and cost scenarios of what

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<sup>2</sup> NESP III is a nationally owned plan. Its development was led by Afghan government officials supported by Afghan civil society with international partners. It followed the GPE-IIEP Guidelines for Education Sector Plan Preparation

<sup>3</sup> HRDB is an inter-ministerial forum attended by stakeholders in education including development partners, NGOs and civil society representatives.

can be managed over the next 5 years. The drafts were shared with the larger groups for review and feedback in between the workshops.

The final write-up and costing was done by a smaller team of MoE experts with the support of a consultant. Provincial and district education staff and the private sector were invited to comment on initial statements of priorities and on the final draft at a MoE-led workshop held in July 2016. A template was developed to collect feedback, which was incorporated into the final draft of the NESP III. The final NESP III draft was shared with key stakeholders, the government leadership and HRDB. A third party review was conducted with the support of GPE HQ *<in preparation process>*. The recommendations of the review were presented to HRDB and final adjustments made to the document. The final NESP-III was presented by MoE and the DPs to government leadership for approval



Afghan girls running to get in line for free school supplies  
School Supplies for Afghan Children, 2009





## 4. Overview of the Sector: Good achievement but need for more

Completion of the ESA was the first step in drafting the national education strategic plan<sup>4</sup>. With the Education Joint Sector Review (EJSR) it provided a summary of current strengths and areas for improvement within and beyond the sector linked to progress, challenges and recommendations for changes of approach. The main findings are outlined below.

### 4.1 The social, humanitarian and demographic contexts: Population, Poverty, Nutrition, Disability and Displacement

According to the Central Statistics Organization (CSO) the total population of the country in 1394 (2015/16) is estimated at 28.6 million, (14.7m men and 13.9m women). The settled population (excluding nomads) is estimated at 27.1 million, (49 % female and 51 % male). 75.3 % live in rural areas. The nomadic population of Afghanistan (Kuchis) is estimated at 1.5m. In particular, population growth (according to NRVA projections estimated in 2014) is likely to be 3.2% annually, placing an increased burden on the capacity of the education system. Poverty is widespread and persistent with about 36%, mainly in rural areas, consuming below the poverty line. Growth and improved service delivery depend on foundations of greater security and stability, so the response to the current fragile environment has to be an extended period of pragmatic, determined and measured progress towards prosperity.

The CSO reported in the Afghanistan Living Conditions Survey (ALCS) in 2014 that the majority of children in Afghanistan suffer from malnutrition. Most are underweight but more than one in five is overweight. In both cases malnutrition is negatively correlated with the mother's education. Children whose mothers have secondary or higher education are the least likely to be underweight, stunted or wasted compared to those whose mothers have no education.

In Afghan culture, disability is perceived differently according to gender differences, traditional or ethnic attitudes and religious motives, and even the person's economic status. Disability is acknowledged as a serious barrier to schooling. The number of people with disabilities is estimated at 800,000 equivalent to 2.7 % of the population. According to Accessibility Organizations for Afghan Disabled (AAOD), ninety-five percent of children with disabilities do not attend schools due to the lack of a supportive school environment. Enrolling these children and providing a productive education for them is a major challenge.

The issue of population mobility, especially forced displacement (and return) is a major factor in the planning of education service delivery. UNHCR estimates that some 20% of the Afghan population are returned refugees. In addition, as of March 2016, it is estimated that there are 1.2 million internally displaced Afghans with 31 out of 34 provinces hosting newly displaced populations in March 2015.

In February 2014 a National Policy on Internally Displaced Persons (IDP) was launched under the auspices of the Ministry of Refugees and Repatriations (MoRR). The Policy sets out a comprehensive framework of responsibilities for national authorities to address internal

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<sup>4</sup> Current population projections are based on data sets from 1979 when the last census was held. The ESA also made use of UN data, which estimated the population at 32.024 million in 2015.

displacement in Afghanistan with a rights-based approach following national and international standards. It highlights the rights of displaced persons to enjoy livelihood opportunities, access to documentation, housing, land and property and services in common with other Afghan citizens.

Of particular relevance to NESP III the IDP Policy (chapter 7.1.8) emphasises the obligation of MoE “to ensure that primary and secondary education is free and compulsory for all IDP children, girls as well as boys”. Measures to be taken by education officials cover access to school for displaced children even where documentation, such as school records, is missing, support for IDP teachers, expansion of classes, teaching and teaching materials in areas of displacement etc.<sup>5</sup>.

As per the government policy MoE will continue to facilitate enrolment and provide special support to returnees and displaced children and teachers. It is committed to building new schools/classrooms in areas with large numbers of returnees and working to accommodate returnees and displaced persons within the mainstream education system. It also supports a limited number of school funded by GoIRA in Tajikistan, India and Saudi Arabia. The Afghan refugees receive education through host country schools (facilitated by mutual MoUs) and Afghan run schools (private or supported by international assistance). The Government has appointed education attachés in these countries and will continue to support the education and education related affairs of refugees.

#### **4.2 The Linguistic and Religious Context**

Dari and Pushto are the official languages of the Afghan state. In the areas where majority of the people speak in anyone of Uzbeki, Turkmani, Pachaie, Nuristani, Baluchi or Pamiri languages, any of the aforementioned language, in addition to Pashto and Dari, are the third official languages. The state is obligated by the article 16 of the constitution to design and apply effective programs to foster and develop all languages of Afghanistan.

The medium of instruction in schools is one of the state official languages of Dari or Pushto depending on the mother tongue of majority of residents of the area. Some schools offer classes with Dari and Pushto medium of instruction where resident of the area are close mix of Dari and Pashto speakers. All students learn the second official language as part of the curriculum. As part of school curriculum, language textbooks are also developed and printed in third official languages with the aim of promoting other local languages in the areas where majority of people speak in those languages.

Almost the entire Afghan population is Muslim, with less than 1% being non-Muslim. Both Shia and Sunni Islam are accorded equal recognition, while followers of other religions are free to exercise their faith within the provisions of the law. The curriculum of Islamic education and Islamic studies subjects in general education are developed with due consideration of both Sunni and Shia population (separate books where needed).

Afghanistan has one of the lowest literacy rates in the world. The male literacy rate (age 15+) is 62% the female rate is 18%, compared to the median value for low-income countries of 70% and 57% respectively. Only one in five women in Afghanistan is literate and the literacy rate

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<sup>5</sup> National IDP Policy Chapter 7.1.8, can be found at [http://morr.gov.af/Content/files/National%20IDP%20Policy%20-%20FINAL%20-%20English\(1\).pdf](http://morr.gov.af/Content/files/National%20IDP%20Policy%20-%20FINAL%20-%20English(1).pdf)

for women in rural areas is three times lower than in urban areas.

### **4.3 The Macroeconomic and Public Finance contexts**

Afghanistan had a decade of high growth from 1382 (2003). The economy is now in transition and growth rates have declined since 1392 (2013). Economic growth in 2014 and 2015 was 2.1% and 2.6%. Afghanistan's high growth rates were funded by DP support, almost all grant aid, and by the international military presence. Services (including education and health) have been key elements in this growth.

Agriculture accounted for approximately 25% of GDP in 1393 (2014). GDP 1393 (2014) was made up of transport and communication (28%), construction (13%), manufacturing (10%), trade (8%), and public administration (13%). In 1394 (2015) the government increased revenue collection by over 20% on the previous year mainly through increased collection of taxes and levies. Operating expenditure in 1394 (2015) accounted for 19.4% of GDP, and development expenditure 6.9%. Recent increases are due to rising security costs, but also to an expanded number of civil servants, especially in education and health and higher spending on public infrastructure.

The education sector in 1394 (2015) accounted for 14.1% of total government expenditure (excluding debt service), 15.5% of government recurrent expenditure, 10.3% of development expenditure and 3.7% of GDP. Recent contraction in discretionary grants has limited the government's ability to fund priority interventions.

### **4.4 Education**

The ESA focused on General Education from Grades 1 to 12, but included Early Childhood Development (ECD), Literacy, TVET and Higher Education. It also covered the general socio-economic situation as a context for education development. Afghanistan, in particular, has a very young population with 44% under the age of 15 (according to the CSO 2016 yearbook). Consequently, it has also a large school-age population, with 7.8 million students in Basic Education (age 6 to 15, grades 1 to 9).

As indicated, education reform and rehabilitation has made remarkable progress over the last 15 years. However, it needs to be emphasised that a considerable gap remains in terms of access and quality improvement between provinces. Data collection, reporting and analysis require further capacity development in order to be able to paint a clear picture of differential performance across the country. As an example, the percentage of female students reported below is approximately 39%. However, the range is as low as 14% in some provinces and as high as 47% in others<sup>6</sup>. The availability of female teachers, a key intervention strategy for NESP III is, on average, 33% nationwide. However, the range is from 1.8% to 74% emphasising clearly the need for greater attention to sub-national, local priorities, and also to adapt strategies to local needs.

#### **4.4.1 Access**

School enrolment rose from below 1 million in 2001 to 9.2 million in 2015. Gross enrolment (mainly overage) is high for males at all grade levels, which suggests boys are enrolling late. Challenges for MoE are to reduce dropout and repetition, and to ensure graduates leave

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<sup>6</sup>Source: MoE data, 2015

school with the skills to make them employable. Average School Life Expectancy<sup>7</sup> (SLE) is 9.6 years, but varies from 12.4 for urban boys to 4.4 years for rural girls. MoE data used for the education planning simulation model currently indicate a total Net Enrolment Ratio (NER) of 59.6% (M:72.0%, F:46.1%). The following estimates are for 2016 Gross Enrolment Ratios (GER) by grade (Primary and Secondary General Education) and gender:

Grades	Male Students	Female Students
1-6	3,797,303	2,513,107
7-9	1,145,098	675,972
10-12	675,142	330,830
13-14	116,510	51,295

Source: MoE, EMIS, 2016

A major challenge is to increase the low overall primary attendance (only 55% children aged 7-12 are attending<sup>8</sup>). This figure conceals large disparities: 78% in urban areas, 50% in rural areas; 79% for the wealthiest households, 40% for the poorest (often Kuchi). MoE estimates there are over 3.5 million children out of school (OOS). In addition, 1,681,250 students, 18.3% of the total number in 2014, were permanently absent but still registered as enrolled. These may be displaced or enrolled elsewhere. Or they may be children who have dropped out of school. The ESA quotes the AMICS on school-aged children involved in child labour activities. Of the 42% of children aged 5-14 attending school, more than half of them (51%) are also involved in child labour activities. Of the 25% of children involved in child labour, less than one third of them are also attending school (31%). Of children involved in child labour who are attending school, there are significant differentials by gender, residence, region, mother's education level and household socio-economic status.

All these points underline the importance of strategies in NESP III to identify OOS students and those at risk of dropping out and take effective action to ensure they attend and complete education<sup>9</sup>. One strategy to be supported and monitored within NESP III is the development of policy and curriculum for access to one year of community-supported pre-school education<sup>10</sup>. This may be linked to Community Based Education (CBE), an approach that has addressed key challenges in promoting access, retention and improved learning for primary school children in remote communities. CBE is a MoE General Education (GE) strategy for extending public schooling to remote, rural areas. The provision of education near to children's homes, through CBE is critical for improving equitable access, retention and learning achievement in remote villages. Strategies needs to be trialled within NESP III to ensure a sustainable CBE supply at village level.

Secondary school attendance is 32% (girls 21%, boys 43%), but only half this rate in rural

<sup>7</sup> School life Expectancy is the average number of schooling years in which children may hope to complete (repeated years not included) given prevailing conditions.

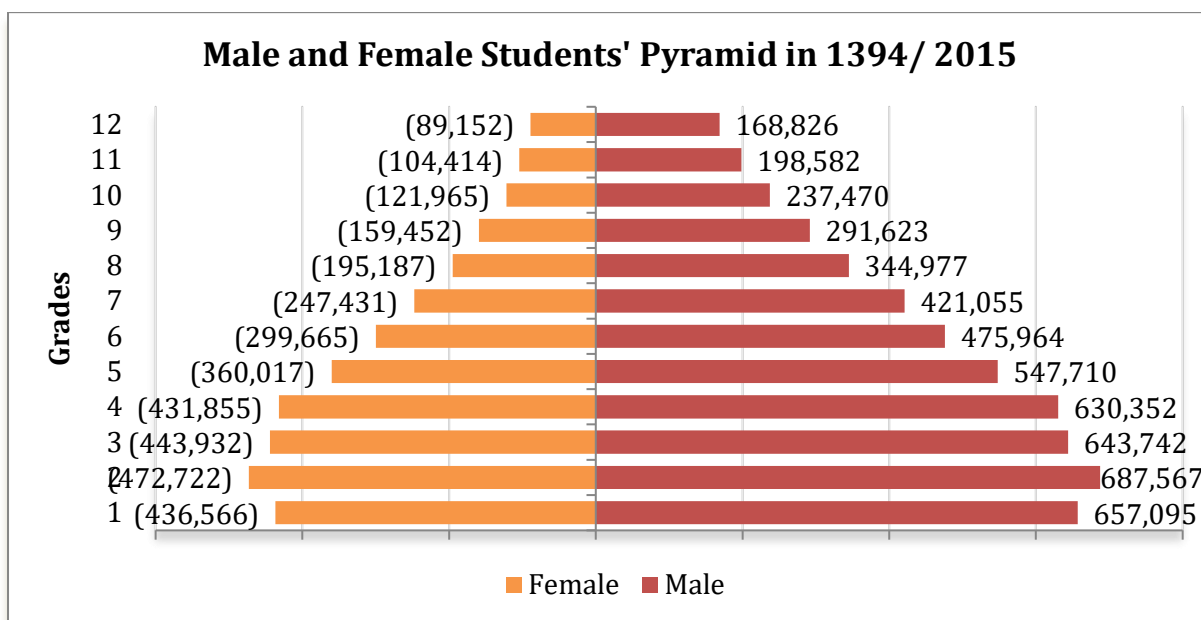
<sup>8</sup> AMICS 2012. Attendance is net (NAR) i.e. Total number of pupils of the official school age group who are attending primary or secondary education levels, expressed as a percentage of the corresponding population.

<sup>9</sup> The primary school completion rate is currently 31%, that for girls' (21%) about half that for boys (40%). It is lower in rural areas.

<sup>10</sup> See pp 29, 31, 36, etc. for further details on Early Childhood and Pre-school arrangements. Currently ESA estimates pre-school attendance at 13% of 5-year olds.



areas.<sup>11</sup> At secondary level the gender gap widens considerably. The reasons for non-attendance are economic, cultural, security and health with economic considerations, mainly opportunity costs, and distance between school and home figuring importantly as the main reason for no longer attending school. The insufficient number of female teachers<sup>12</sup> (for girls) and poor quality and relevance are also cited as major factors. There is a steady increase in the number of students completing secondary education, with growing demand for higher education. MoE should implement strategies through NESP III to increase the opportunities for high school graduates to find productive employment.



From EJSR Report on Gen.Ed. MoE 2016. Students by Grade (Female on left: Male on right)

In 2015, approximately 49% of schools lacked adequate buildings<sup>13</sup>; 62% lacked surrounding walls, 31% lacked drinking water, 33% lacked functional sanitation facilities and 76% lacked electricity. Improved infrastructure will be a priority in NESP III to provide better learning facilities and improve pupil/class ratios.

Demand for education remains high and most students who currently begin primary school eventually do complete. The challenge lies in raising attendance rates beyond current levels, and in ensuring a greater proportion of primary graduates go on to start and complete secondary or, more importantly, acquire sufficient skills during their education to enter the job market when they graduate. These challenges are especially daunting for girls.

#### 4.4.2 Quality and relevance

There is acceptance that education quality and relevance have not received as much attention to date as access issues. In particular there is an urgent need to address dangerously widening differentials between education quality and relevance at central and rural levels. Factors

<sup>11</sup> AMICS 2012. In comparison, primary NAR according to comparable national MICS varies between 49% in Sind Pakistan (2014), 57.9% in Punjab (2015), 73.2% in Bangladesh (2013/14) and 76.3% in Nepal (2014).

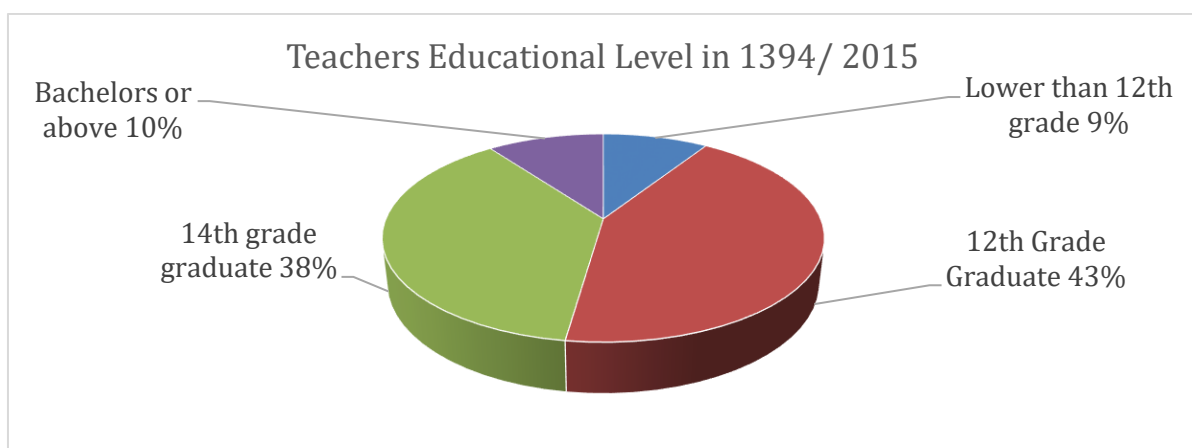
<sup>12</sup> There are no female teachers in almost 80 out of 364 districts, and there are no qualified female teachers in the majority of districts, especially for secondary grades, a key reason for girls' dropouts.

<sup>13</sup> MOE, EMIS 2015

include: school construction and facilities; curriculum reform based on results and market/social demand; teacher preparation and qualifications, appropriate and available textbooks and learning materials and assessment. These are often seriously weaker at sub-national levels.

Using Multiple Indicator Cluster Survey (MICS) findings in 2013 the ESA points out<sup>14</sup> that of all children who enter grade 1 of primary school, 4 out of 5 (84%) will eventually graduate (Survival rate). Encouragingly, boys and girls, rural and urban children perform comparably on this measure. On the other hand, the ESA also drew attention to the worryingly low levels of primary school completion. The CSO’s ALCS report for 2013/14 gives completion as 58.1% for boys but only 40.3% for girls. Completion (a different measurement from survival to grade 6) is the total number of new entrants to grade 6 (i.e. not repeaters) regardless of their age, expressed as percentage of the total population of 13 year olds, the age children should be in that grade. This is not a measure of correct age graduation, but of coverage and progression. On this measure the serious differences between genders are also shown when comparing urban and rural areas (in 2011 the rates were 42% in urban, 28% in rural) and between regions (Central 45.7%, South 17%). NESP III should monitor these measures to track how strategies of greater relevance and improved quality, as well as local capacity development are reducing these differences.

Improving the quality of teaching must be a priority for NESP III. Currently almost half of teachers have acceptable formal qualifications. MoE needs to improve the skills of all teachers despite salary limitations, by increasing professional support and opportunities for measured professional growth through credentialing. A key strategy in NESP III to increase female teacher numbers in rural areas should be to accept the “best available” candidates, with highest formal education attainment, and to provide support, mentoring and opportunities to become fully credentialed. Teacher attendance should be monitored and schools be accountable for performance.



From EJSR Report, MoE 2016

ESA notes the need to improve curriculum quality and relevance and develop assessment systems to ensure learning is focused on results. Learning assessment for grade 6 students was conducted by a foreign university commissioned under EQUIP. Afghanistan does not yet have standardized performance tests or national examinations at primary or secondary

<sup>14</sup> ESA p69

school, which makes assessing learning outcomes a major challenge for parents, students, employers and for the education system. GIZ, UNESCO, USAID studies suggest reform of the curriculum and assessment system for TVET, general education and early grade reading. The new government policy vision calls for the curriculum reform to become relevant, result-based, applied and the education should prepare the youth for the job market, so they can have employment, earning and able to have a better life. The parents and communities are also demanding more relevant and quality education. This should be a focus of NESP III.

A further priority should be to increase the percentage of textbooks schools receive and to improve the pedagogical and physical quality of materials. Strategies involving private sector printers should be piloted with payment on delivery to schools. ICT based textbooks and learning materials should be piloted also.

To improve the labour market skills and capacity, the education sector should assess and strengthen linkages with industry, employers and SMEs, to improve the targeting and competency of skilled graduates to meet market demands. This will require review of approaches and course structures, particularly in the review of performance of the formal TVET system and expansion of carefully targeted support for the informal and formal private sectors. As noted in the ESA (p22) “So far, almost all attention in the formal TVET sector has been focused on the supply side, while the demand side has been neglected.” Recent research<sup>15</sup> has shown by far the majority of learners benefiting from TVET instruction are in the private sectors. 77,380 students are currently enrolled in public TVET institutions, (where unit costs are approximately 5 to 8 times higher than those for GE). Estimates are that skills training being provided by the informal private sector is at least 10 times (600,000 – 1,000,000) of the formal sector. Targeted linkages with public sector initiatives (e.g. literacy and numeracy classes after working hours; a relevant accreditation or assessment system, etc.) will be of considerable benefit to individuals and to the national economy.

#### **4.4.3 Management**

The MoE structure and capacity is not responsive for effective delivery of quality education services. MoE leadership has already shown concerted efforts to address this. Coordination and efficiency in MoE will be improved by a clearer functional mandate of departments and offices with reduced duplication and fragmentation. The Capacity Building for Results (CBR) programme will address the unsustainable dependence on donor-funded technical assistance (TA) which has been coupled at central and provincial levels with inefficient and capacity-draining “projectisation”, duplication of effort and lack of clear agreement on outcomes.

Decentralisation is a high political priority for the education system. In NESP III provincial and district education departments and schools will have greater input in the planning and control of their budgets. A key focus of the 1394/2015 EJSR report was on improving PED/DED budget management. Further institutional reform and capacity building of MoE is critical for sustained delivery of quality services and this will be monitored in NESP III (see Section 6.10 below on Sector Monitoring). Systematic strengthening of management and supervision systems to improve performance will be essential under NESP III arrangements. Development of provincial and district operational plans will gradually be linked within operational plans to strengthening the EMIS and MoHE systems to enable improved monitoring and evaluation, which will provide strategic inputs into planning and budget processes. Capacity weaknesses

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<sup>15</sup> Reported at NESP III preparation workshops by Dr G. Reier, GIZ consultant, April 2016

and lack of authority will be addressed and monitored under the Human Resource Development (HRD) strategies with links to the CBR programme which has already begun to produce some results.

The population perceives corruption as the second major problem facing Afghanistan. MoE has identified the elimination of corruption from education offices/institutions at all levels as a high priority. Action elements include teacher recruitment and complaints management, as well as transparent identification of eligible contractors and suppliers.

Monitoring of education performance has significantly improved over the last few years with two dedicated units in MoE, the Monitoring and Reporting unit under the EMIS Directorate and the Research and Evaluation Unit under the Directorate of Strategic and Operational Planning responsible for M&E. Improved data collection will increase the ability of the MoE to undertake efficient planning, assessment, and prioritization. Under NESP III MoE will implement transparent collection methods and supervision to reduce the risk of enrolment and other numbers being inflated. The Annual Education Joint Sector Review process will continue to help coordinate MoE and DP planning and performance monitoring.

ESA identified the need to assess alternate delivery modalities that are more cost effective. This may include contract delivery of services, out-sourcing, public-private partnerships, cost sharing of some services and low cost private schooling. In all, financial constraints across all programmes, underline the need for the Ministry to seek greater efficiencies, to identify its core tasks and priorities and to develop partnerships with other ministries, communities and private business to share the burden of service delivery. These measures will require legislative adjustments and would accompany a change of role for MoE from comprehensive service provision to one of regulatory supervision<sup>16</sup>.

#### **4.5 The Constitution, main education sector policies, and international commitments**

The Afghan Constitution enshrines the right of citizens to free education “up to the bachelor’s level in the state educational institutes”. It emphasizes compulsory basic education up to grade 9, particularly the education of girls/women, and supports the promotion of knowledge, culture, art, moral/ethics, national and local languages. The Constitution also prescribes the collection of revenue to pay for public services.

The education law and its related by-laws and legislative documents provide the legal framework for the development and implementation of education programmes by the government and other providers. The education sector policies are developed for the different focus areas in response to the arising needs i.e. policy for the community based education, teacher education, etc. The by-law for private schools has paved the way for increased private investment and operation of private schools.

Afghanistan’s international commitments to the Millennium Development Goals (MDGs) and to Education For All (EFA), signed in 2005, have been integrated into its strategic plans for education and development. The target date for achievement of these goals is 2020<sup>17</sup>. Afghanistan will commit to the internationally agreed Sustainable Development Goals (SDGs) and the target date of 2030.

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<sup>16</sup> Options were presented by NYU/ALSE at a Roundtable on CBE, Feb 2016

<sup>17</sup> A summary of performance is included in an Annex to NESP III



The Afghan constitution and other legislative documents developed recently, to a large extent provide a good framework for the development of education in the country, although the need for revision of selected legislative documents has become clearer with the statement of new policy directions from the new government administration. Major legislation/regulation areas under consideration for revision include: Financing and the share of education in the national budget; Addressing the overlaps and coordination issues between the education sector ministries; Fine-tuning MoE core mandates and transferring non-core functions to other institutions; Creation of a more enabling environment for private sector investment in education; Teacher recruitment, accreditation and performance evaluation, and Support to apprentices and private skills providers.

Moreover, the separate elements of education policy developed in recent years need to be combined through a consultative process into a comprehensive national education policy. Undertaken as a priority task immediately following approval of NESP III this will provide the necessary harmonized policy direction for educational planning and management.

The MoE has already initiated dialogue with other ministries and stakeholders engaged in education service delivery to ensure alignment, harmonization and coordination of strategic plans and legislative documents to further strengthen the enabling environment for mutual collaboration.

#### **4.6 Governance of the sector**

Under the new government, the Human Resource Development Council of the cabinet is responsible for review and approval of programme priorities and budget allocation to the sector before submission to the cabinet.

Education sector service delivery responsibility is divided largely between the Ministries of Higher Education (grade 13 and higher), Education (pre-school, grade 1-12, grade 13-14, including TVET and teacher education) and Labour, Social Affairs, Martyrs and Disabled (kindergarten, vocational training). Responsibility for TVET provision to youth between the ages of 16 and 24 lies with MoE, and for others it lies with MoLSAMD. Some other ministries also run TVET courses and higher specialized institutes, e.g. the Ministry of Public Health (MoPH) which offers nursing and midwifery courses. Preliminary work has been initiated for the development of an Afghanistan National Qualification Framework (ANQF) and establishment of a National Qualification Authority (NQA) and a draft proposal has been produced. Currently each ministry is responsible for the development of curriculum, testing and certification of graduates of the respective programmes.

Under the leadership of H.E., the Minister of Education, Ministry of Education programmes are led by a Deputy Minister at the national level (General Education, Islamic Education, Curriculum Development and Teacher Education, TVET, Literacy, Education Administration Development). Provincial Education Directorates and District Education Offices lead the program management at the sub-national level and are accountable to the central ministry as well as to the provincial and district governors respectively. Heads of education centres/schools/institutes are responsible for the daily management of education service delivery and accountable to both the District Education Office and School Shura. With the rapid increase in students' enrolment over the past years' education system has been addressing multiple challenges at the same time, for example the accommodation of new students as well as the development of capacities for delivering quality services.

HRDB and the Education Coordination Committee (ECC) function as platforms for policy dialogue and coordination of education programmes between the government education ministries and the development partners. Joint planning and annual Education Joint Sector Reviews (EJSR) have been the key achievements. The Education Management Information System (EMIS) is progressively expanding at national and sub-national levels and supports evidence-based decision making in planning, resource allocation and monitoring of education service delivery and results. EMIS has so far captured largely quantitative data and plans are in place to collect, process and disseminate data on quality and results. Training and supervision linked to sample checking are strategies to improve the reliability of data.

The Ministry of Education has started a review of its core mandates, the areas of overlap with other ministries and the possibility of passing some of the responsibilities to other stakeholders (other ministries, private sector, community councils, etc.). The objective of this strategy is to improve governance by focusing existing capacity on key core mandates and using alternatives for delivery of non-core functions. The Ministry does not currently have the capacity for direct provision of all services, and needs to address priorities through partnerships, greater accountability to Afghan society and a focus on results, especially the preparation of Afghan youth for the labour market. As agreed with donor and Government partners in education service delivery, NESP III does not include tertiary education, which is the responsibility of MoHE. However, representatives from MoHE were involved in NESP III preparation and the interface between the two Ministries, in the area of teacher training for example, will be clarified further by MoU. Pre-service training will be largely the responsibility of MoHE under NESP III, with significant collaboration on areas of curriculum development, recruitment and deployment.

NESP III is driven by the critical economic and security situation and by the ending of bilateral and multi-lateral agreements with less than expected results. These factors place Afghanistan in a critical situation where there are few clear choices and no easy options. The security situation puts pressure on the size of government allocations to education, which are reported in the ESA as accounting for “14.1% of total government expenditure (excluding debt service), 15.5% of government recurrent expenditure, 10.3% of development expenditure and 3.7% of GDP”<sup>18</sup>. At the same time the critical underutilisation of development funds, due to capacity, security and over-optimistic planning, strongly signals the need for change.

The ESA emphasises the point that the government while facing domestic revenue constraints, has to cope with growing yet unpredictable demands on public services as a result of conflict. Underserved, displaced and rural populations need to be provided with the basic education to which they are entitled. Without underestimating the challenge faced by both learners and the education system, MoE is committed, through its implementation of Government Citizen’s Charter Programmes (CCP), its policies on local empowerment, on inclusion of female learners, disabled, IDP and returnee learners within mainstream service provision to extending and improving quality education throughout the country. It will expand access (through planned additions to infrastructure and establishment of CBE/ALP classes) and ensure a curriculum that is relevant to the needs of females, IDPs and others who are currently disadvantaged.

Capacity has improved at the central level with technical support from the development

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<sup>18</sup> ESA p75

projects. Capacity development at the provincial and district levels needs to be the focus area in the coming years to address underperformance. The early introduction of the revised Capacity Building for Results (CBR) programme targets leadership positions in the provinces and central MoE. However, it will be essential for sub-national managers to accept responsibility for implementing the more integrated education programmes proposed in this Plan and accountability for meeting annual results targets.

In particular, stronger governance will be addressed through changes in legislation and regulations to drive decentralisation in line with PFM law. Training and improved communication will also be used, making wider use of ICT for better data collection, sharing of information, coordination of programmes and integration of Management Information Systems. Devolving greater responsibility for collection and use of data for planning to schools, Districts and Provinces will be a major part of this initiative. For example, school principals and District Education Directors are best placed to collect, update and use information on out of school children through school mapping. This will include information on children shown as permanently absent, which will facilitate policy decision-making on this group. Districts and provinces will develop and make available accurate information on institutions and services to plan expanded opportunities for learning.

Support for school development planning should be a significant initiative under NESP III with a significant budget allocation. Ongoing preparations and regulatory adjustments are in development to ensure transparent and accountable local empowerment. Above all, MoE has repeatedly noted the need to set realistic targets for which managers will be held accountable, a point that has been repeatedly emphasised in all joint target-setting discussions.

Improvements in governance also need to be addressed through better design of support programmes and commitment to more efficient and transparent on-budget and on-plan support. Afghanistan is dependent on external financing of the education sector but needs a more predictable and less bureaucratic 3-5 years' financial framework using national budget structures. This modality involves confidence building and greater reciprocal transparency. It is accepted that new agreements with DPs emerging from the early stages of NESP III implementation will need a much greater focus on accountability for results to beneficiaries, government leadership and to donors. The open and critical participation of stakeholders in NESP III development is an indication of shared responsibility for better governance. The effectiveness of this partnership needs to be monitored and reported as an integral part of implementation.

#### **4.7 Cooperating Ministries**

The Ministry of Education has the principal mandate for education service provision in Afghanistan. However, other Ministries and government agencies also implement programmes. Post-secondary academic education is the responsibility of the Ministry of Higher Education (MoHE) and, as noted, vocational training is not only provided by MoE but also by MoLSAMD, NGOs, and MoHE, through Community Colleges. Similarly, the Ministry of Hajj and Religious Affairs (MoHRA) the Ministry of Women's Affairs (MoWA) and the Ministry of Rural Rehabilitation and Development (MoRRD) all provide regular inputs to education services.

It is recognised that cooperation between Ministries must be improved and extended to the

mutual benefit of all involved. For example, MoHE currently offers teacher training courses in its Education Faculties. It will improve the efficient allocation of responsibilities for MoE to be responsible for the coordination of in-service training, while MoHE trains teachers on pre-service courses, with a greater focus on deployment outside Kabul. Both Ministries should in future share plans and target numbers and assume joint responsibility for achieving them.

Because it is essential to increase the number of girls entering and completing education, the Ministry of Education is committed to work closely with the Ministry of Women's Affairs (MoWA) to pilot schemes for deployment of female teachers to rural areas and for establishment of training and dormitory facilities to allow girls and female teachers to continue their education.

The previous National Solidarity Programme (NSP) has been developed into the Citizen's Charter Programme (CCP). Under this umbrella MoRRD, complementing MoE, has increased the rate of school construction using block grants to communities and during NESP III this approach will be expanded in line with the emphasis on decentralisation. The Ministry of Urban Development (MoUD) is responsible for management of grants in urban areas. Infrastructure and Operations and Maintenance (O&M) grants will be channelled by MRRD to Community Development Councils (CDCs) for construction of schools through community contracts. NESP III recognizes the importance of coordinating decentralised responsibilities to all Ministries cooperating in the provision of education opportunity at Province and District levels.

The rapid development of modern communications technology is playing a significant role in Afghanistan in a number of ways. Not only is ITC contributing to the expansion of the economic sector but electronic communication will be increasingly important both as a subject for education and training and in the delivery of distance learning and individualised instruction. In areas where physical access to education is restricted for geographical, security and another reasons ITC may provide an alternative pathway to learning. ITC equipment is increasingly affordable and applications are being developed specifically for Afghanistan. MoE has signed an MoU with MoICT for expanding use of ICT in education and MoICT has funding commitment for implementation of the MoU.

In general, an important initiative will be for Planning Directorates in different ministries to draft MoUs setting out mutual expectations, which can potentially be developed into national development programmes. The emphasis on partnerships should be a key strategy for this new Plan. For example, agreements promoting collaboration on curriculum reform, data communication and the development of electronic learning materials between MoE and the Ministry of Communication and Information Technology (MoICT) are already in place and will be expanded. MoE has established agreements with the Ministry of Public Health (MoPH) to promote preventive health measures through improved health education in the school curriculum and to use ongoing health services provided by MoPH for improving school health. Benefits include cost savings and improved coverage.

#### **4.8 Development Partners**

Afghanistan's Development Partners have been fully involved in the planning process for NESP III and in the development of key policies. Key DPs have included USAID, DFID, the World Bank, the UN Agencies and the Embassies of Sweden, Canada, Germany, Australia, Japan, Norway, Finland and Denmark. Some have been major contributors to multi-lateral funds



while also supporting bi-lateral initiatives. Civil society and NGO implementing partners have been represented also through the participation of the Swedish Committee for Afghanistan (SCA), Save the Children, the Aga Khan Foundation (AKF) and Agency Coordinating Body for Afghan Relief (ACBAR)<sup>19</sup>. The CBE programme in particular has benefited from extensive support from Civil Society organisations. Policy guidelines have been developed, but often different standards and costs have been applied by different agencies. MoE plans to draft Terms of Reference (ToRs) and standard costs for service delivery by DPs in the interest of equity and sustainability.

Aid effectiveness has always been an acknowledged priority, but is now vital for the success of NESP III. MoE's Development Partners are increasingly pooling funds and more effectively aligning bi-lateral operations. The effect is to give greater importance to the delivery and mutual reporting of agreed results.

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<sup>19</sup> Additional CSOs who have provided feedback include: ACTED, AKES, AKF, BRAC, CARE, CFA, CRS, IRC, NAC, SCI, SCA and others

Afghan children attend class in a tent in Bamiyan province, Xinhua/Landov, wbur.org, 2013





## 5. Strategic Framework

### 5.1 Sector goals

The above sections of NESP III have identified the progress, and remaining challenges and constraints facing the education sector over the next 5 to 15 years. Some of the most important policy decisions have also been outlined including: Improved Quality and Relevance of education through a focus on skills and employment, and especially TVET; Partnerships with the private sector and with other government Ministries (e.g. MoLSAMD), which will also contribute to greater relevance; Strengthened Equitable Access, especially in rural areas and for under-served populations, through decentralisation/deconcentration of operations, greater efficiency and streamlining; More Efficient and Transparent Management of education from a thorough functional review of MoE institutional arrangements and a comprehensive capacity development plan. These will all be supported by greater transparency and accountability, with a focus on measurable and sustainable outcomes and results.

The Strategic Plan itself is presented in three main sections: 1) Quality and relevance; 2) Equitable access, and 3) Efficient and transparent management. This contrasts with past Plans, which reflected the institutional organisation of the Ministry and were divided into Programmes (General Education, Curriculum, Literacy, etc.). The change in presentation anticipates the planned review of Ministry structures and functions, which will streamline and consolidate operations common to all sub-sectors. These may include procurement, finance, curriculum, etc.

The common **Goal** of the Strategic Plan is to prepare skilled and competent citizens through the education system to sustain Afghanistan's socioeconomic development and social cohesion. Afghanistan is a fragile post conflict society. It is essential to prioritise greater social cohesion and to foster in Afghanistan's children a mind-set that acknowledges the future of the country belongs to them. The education system has to provide the country's children and youth with the knowledge and skills to turn this mind-set into reality. Education is a vitally important cornerstone in the struggle to satisfy the material and psychological needs of individuals and to create a sense of shared social responsibility.

The characteristics of Afghan society are well known. Afghanistan is a Muslim country governed and organised on Islamic principles. It comprises multiple ethnic groups who have lived and worked alongside each other for centuries. Located at the heart of Asia Afghanistan has long had a history as a centre of Islamic civilisation and values. It aspires to be a role model of tolerance, cooperation and prosperity for its neighbours and for the region. The rights of women and of minorities are respected. NESP III will reinforce these characteristics.

The principles that guide the education programme in Afghanistan must include, in terms of its curriculum and teaching methodology a sense of inquiry and curiosity about the world, both its history and current situations. Learners at all levels need to develop a sense of tolerance and appreciation of different points of view. Afghanistan is well placed to encourage a strong aesthetic sense with world-famous handicrafts and monuments. In particular its diversity can be a source of strength and pride.



These abstract values need to be capable of realisation through practical skills and activities, for private benefit, but also for the good of society. For this reason, NESP III places a strong emphasis on the relevance of the curriculum and teaching methods, and on respect for demand side initiatives and concerns. Children and youth will be taught to contribute to the development of their community and their country. Local organisations will be invited to work with the public education system to realise its values for all Afghanistan’s learners.

### 5.2 Policy objectives and outcomes

The expansion and improvement of the education system in Afghanistan over the next 5 years will follow the high-level policy objectives and outcomes presented in the following matrix, which essentially sets out the Theory of Change (ToC) of NESP III. Each of the 3 Major Components (Quality and Relevance, Equitable Access, Efficient and Transparent Management) has its own **Overall Objective**. These are:

**Quality and Relevance:** Learners at all levels acquire the knowledge, skills, attitudes, and values needed to be productive, healthy, and responsible citizens prepared to contribute to the welfare of society and equipped for viable employment in the national and international labour market

**Equitable Access:** Increased equitable and inclusive access to relevant, safe, and quality learning opportunities for children, youth, and adults in Afghanistan, especially women and girls

**Efficient and Transparent Management:** Transparent, cost-effective and efficient delivery of equitable quality education services at national and sub-national levels

The Plan identifies a set of Long-Term Outcomes, which are expected to be delivered within the 5-year period. Indicators explain how achievement of these Outcomes will be measured and Means of Verification are the physical objects to be used:

COMPONENT	1. QUALITY AND RELEVANCE		
OVERALL OBJECTIVE	Learners at all levels acquire the knowledge, skills, attitudes, and values needed to be productive, healthy, and responsible citizens prepared to contribute to the welfare of society and equipped for viable employment in the national and international labour market		
Indicators	<ul style="list-style-type: none"> <li>• <i>Self-reported employment levels (disaggregated by gender)</i></li> <li>• <i>% employers reporting satisfaction with education system graduates</i></li> </ul>	Means of Verification	<ul style="list-style-type: none"> <li>• National survey reports</li> <li>• Specially commissioned national survey of job providers/employers</li> </ul>
Long-term outcome QR1	The capacity of the education system to develop and monitor student attainment relevant to individual and social needs is improved		
Indicators	<ul style="list-style-type: none"> <li>• <i>The process of curriculum development involves stakeholders from business academic and practical professions and social groups</i></li> <li>• <i>Assessment of relevance by these groups at baseline and mid-point during NESP III</i></li> </ul>	Means of Verification	<ul style="list-style-type: none"> <li>• Reports from curriculum development groups</li> <li>• Surveys of professional and community satisfaction</li> </ul>
Long-term outcome QR2	The capacity of schools/learning centres to promote student/learner attainment is improved		
Indicators	<ul style="list-style-type: none"> <li>• <i>% schools meeting the minimum quality standards</i></li> <li>• <i>Number of qualified/credentialed graduates produced by all parts of the education system</i></li> </ul>	Means of Verification	<ul style="list-style-type: none"> <li>• EMIS annual school report</li> <li>• EMIS data on accredited achievement performance</li> </ul>



COMPONENT		2. EQUITABLE ACCESS	
OVERALL OBJECTIVE	Increased equitable and inclusive access to relevant, safe, and quality learning opportunities for children, youth, and adults in Afghanistan, especially women and girls		
Indicators	<ul style="list-style-type: none"> <li>•NER/GER of learners in different levels/types of learning centres and schools (disaggregated by gender)</li> <li>•Completion rates at different levels of schooling/types (disaggregated by gender)</li> </ul>	Means of Verification	<ul style="list-style-type: none"> <li>•EMIS data</li> </ul>
Long-term outcome EA1	Increased equitable availability of responsive, safe and conducive learning and skills training opportunities		
Indicators	<ul style="list-style-type: none"> <li>•GER/NER by subsector</li> </ul>	Means of Verification	<ul style="list-style-type: none"> <li>•EMIS data</li> </ul>
Long-term outcome EA2	Increased community (and parent) commitment and participation in education including TVET		
Indicators	<ul style="list-style-type: none"> <li>•Number of active School Management Shura</li> <li>•Voluntary financial and in kind contributions to education by community</li> </ul>	Means of Verification	<ul style="list-style-type: none"> <li>•Reports from Districts</li> <li>•Reports from Shuras</li> <li>•Shura accounts</li> <li>•DSMS reports</li> </ul>
COMPONENT		3. EFFICIENT AND TRANSPARENT MANAGEMENT	
OVERALL OBJECTIVE	Transparent, cost-effective and efficient delivery of equitable quality education services at national and Sub-national levels		
Indicators	<ul style="list-style-type: none"> <li>•% Reporting corruption as a major problem</li> <li>•% Reporting satisfaction with education services</li> </ul>	Means of Verification	<ul style="list-style-type: none"> <li>•Published National Survey</li> </ul>
Long-term outcome ETM1	Improved institutional framework for education service delivery standards and responsibilities		
Indicators	<ul style="list-style-type: none"> <li>•Approval by external management efficiency experts</li> </ul>	Means of Verification	<ul style="list-style-type: none"> <li>•Report from external management efficiency expert</li> </ul>
Long-term outcome ETM2	Partnership mechanisms established with civil society, the private sector, and development partners		
Indicators	<ul style="list-style-type: none"> <li>•Number of programmes with active partnership mechanisms</li> </ul>	Means of Verification	<ul style="list-style-type: none"> <li>•Planning Directorate records</li> </ul>
Long-term outcome ETM3	Resources (including human resources) are used effectively and accounted for transparently at all levels and anti-corruption improved within the MoE		
Indicators	<ul style="list-style-type: none"> <li>•Approval by the Independent Joint Anti-Corruption Monitoring and Evaluation Committee (mec.af)</li> </ul>	Means of Verification	<ul style="list-style-type: none"> <li>•Report by the Independent Joint Anti-Corruption Monitoring and Evaluation Committee</li> </ul>
Long-term outcome ETM4	Monitoring and evaluation that support decision-making strengthened		
Indicators	<ul style="list-style-type: none"> <li>•Approval by the Education Joint Sector Review meeting</li> </ul>	Means of Verification	<ul style="list-style-type: none"> <li>•Report of the Education Joint Sector Review</li> </ul>

The Plan's Long-term Outcomes are stated in broad terms and are supported by MoE, government and donor partners. Complete achievement is expected to take at least 5 years, in some cases longer. To facilitate monitoring of results and accountability on an ongoing basis, the Plan breaks each of the Long-term Outcomes into a number of Intermediate Outcomes with Indicators. These permit annual performance reporting within the period of the Plan. Targets for Policy Actions are presented in an accompanying Log-Frame Matrix. The Annual Education Joint Sector Review process will allow adjustments in timing and strategy and will hold the Ministry and partners to account for meeting targets. Where pilot programmes are producing successful results it will be possible, if funding is available, to broaden and mainstream implementation.

### 5.3 Strategies

The strategies identified for NESP III combine a pragmatic approach to current constraints with an embrace of the vision shared by H.E. the President. It is acknowledged that expectation of former NESPs were not wholly realised. This was due to financial constraints and instability within Afghanistan. However unrealistic assumptions and inefficient management were also to be blamed as well as corruption.

The capacity limitations of education staff, as well as that of DPs and implementing partners meant there was insufficient attention to sustainability and to a focus on open reporting of measurable results.

NESP III has accountability, relevance and capacity development as central strategies. Each link in the NESP III Results Chain from achievement of annual targets for the Intermediate Outcomes, through Long-term Outcomes, to Overall Objectives for each Component, builds towards the common Goal. Each Intermediate Outcome requires a number of smaller actions and programmes with Indicators for transparent monitoring and reporting. For example, the first Intermediate Outcome, the expected result, for the Equitable Access Component is: **Provincial/district plans for schools/learning centres/TVET centres** drafted. The Plan has identified 5 Indicators for this Access Outcome, including:

- i. The percentage of schools with up-to-date comprehensive local school mapping<sup>20</sup>
- ii. The percentage of Provinces/Districts with accurate mapping of local resources and educational opportunities
- iii. The number of Districts with developed plans to meet future education/training supply based on realistic projections and opportunities
- iv. The percentage of districts implementing gender sensitive planning and budgeting
- v. The percentage of districts receiving resources based on principles of equitable allocation

Each Indicator has annual targets and an associated set of Aggregated outputs or short-term results to be achieved through various programmes or activities specified in more detail in Annual Operational Plans (AOPs) to be undertaken within the space of a year at most. The

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<sup>20</sup> Local school mapping is a technique used by principals to record where all school age children in their catchment area live. It involves drawing (and keeping up-to-date) a simple map of the area with pupils' names on the houses. When children are not in school, teachers can easily follow up with informal visits to encourage attendance and help solve problems with the help of the school shura. Mapping can also be used to indicate demand for education opportunities of various kinds for planning purposes at Provincial, District and national levels.

targets are cumulative and frequently expressed as percentages or numbers required to fulfil the expected result. Thus the Plan does not show recurrent activity, which may be planned to continue indefinitely. It sets strategic targets required to achieve the policy goals.

### 5.3.1 Quality and relevance

The priority for the Ministry and its partners is to improve education quality and relevance. Hence strategies for development of a more relevant curriculum are presented first followed by strategies to ensure the curriculum is better taught and assessed. This section of NESP III presents a mission plan for Afghan education that is both visionary and realistic<sup>21</sup>.

Although enrolments grew during the 5-year NESP II period, much work remains to match public expectations of education quality and relevance with demand for skilled and able graduates by employers in Afghanistan. Global change presents new opportunities as well as new developments that Afghanistan education must be ready to meet and master. A major assessment of student learning achievement at grade 6 in literacy and numeracy (conducted in 2013) reported in 2015 that overall levels of basic proficiency shown by Afghan students compared to students studying in grade 4 in neighbouring countries<sup>22</sup>. This strengthened the conviction that greater attention to quality and relevance is needed.

Overall quality and relevance will be strengthened by a better curriculum and teaching materials linked to training and deployment of more teachers, especially females in rural areas. NESP III planning included the development of strategies to achieve these results with indicators and targets for monitoring progress. The central strategy is evidence-based, comprehensive curriculum reform with pilot programmes for the use of technology for learning and for monitoring and reporting of achievement. Members of the business community and employers as well as scholars and civil society will be invited to contribute to the shaping of the new curriculum to ensure it is practical and includes the values expected by society for a civilised Afghanistan. A baseline assessment of relevance will be established and a mid-term progress evaluation will follow to ensure the curriculum is delivering results.

The NESP development process also identified new strategies for textbook and materials development and distribution for piloting and phased introduction by 2021. The following provides a summary of six areas of focus for quality improvement:

1. The initial task will be to develop the relevance of the curriculum, to provide learners with appropriate social values and the skills needed to put knowledge to practical personal use as well as for the community, society and the nation
2. Linked to curriculum development will be the preparation and deployment of professional teachers through a competency-based training programme, a system for support with quality assurance, and flexible deployment models
3. Curriculum delivery will be further supported through the preparation and deployment of school administrators including principals trained in leadership roles in

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<sup>21</sup> NESP III gives an overview of strategies to strengthen the quality and relevance of education in Afghanistan. Outcome and Output targets are shown in the Policy Action and Monitoring Matrices. More detailed activities will be developed in the relevant Implementation Plans.

<sup>22</sup> Lumley, Tom; Mendelovits, Juliette; Stanyon, Rachel; Turner, Ross & Walker, Maurice. (March 2015). Class 6 proficiency in Afghanistan 2013: Outcomes of a learning assessment of mathematical, reading and writing literacy. Melbourne: ACER

management, administration, data-based school improvement and supervision of teachers

4. Successful learning requires a school and classroom environment that is safe (physically and psychologically), healthy, non-discriminatory, inclusive and child friendly
5. Ongoing teacher professional development will ensure continuous improvement in instruction quality in government, private and community schools. This entails a revised policy for teacher evaluation linked to promotion. We will introduce official teaching credentials through the national teacher credentialing program
6. The final focus will be on building capacity to conduct routine objective assessment of student learning outcomes in country

To achieve the above, MoE will carry out in an appropriate sequence the following quality reform strategies linked to the curriculum, each of which will be substantially investigated and planned.

#### **5.3.1.1 Reform of the written curriculum for various types of education and at all levels**

- MoE will strengthen curriculum institutional organization through consolidation of the curriculum teams currently active in different programmes (General Education, TVET, Islamic Education, Teacher Education and Literacy), to form a unified National Curriculum Centre. A comprehensive capacity development plan will be developed and implemented to strengthen the institutional, organizational and individual capacities for curriculum reform and development. A core of national curriculum development specialists will be trained through a Master's program in curriculum design and development. A mechanism will be established for greater consultation on curriculum reform and obtaining key stakeholders inputs including Children and youth-the direct beneficiaries of the education services, private sector, government offices and universities-the users of the education system end product, educators and other key stakeholders who has interest in content of the curriculum i.e. MoPH for health education and MoHE for vertical coordination of curriculum.
- Standards will be developed for curriculum development and implementation. Curriculum framework will be revised, a national learning assessment framework and a curriculum monitoring framework will be developed to pave the way for revision of syllabi and instructional materials.
- A strategic plan will be developed for the national curriculum centre and at least one institutional linkage will be established between national curriculum centre and a regional partner.
- While the educational needs of boys and girls in Afghanistan are the same to prepare them for the higher education and the job market, girls have specific needs. It is not only personal needs like adolescent health education but skills and knowledge to prepare them for the economic opportunities in urban and rural settings, and most importantly to promote equity in status of girls and boys. The curriculum reform will strongly consider the gender aspects.
- Based on the inputs from the market and the stakeholders, the curriculum reform will set clear grade level and end of period competencies for authors to develop the appropriate contents, provide clear guidelines for teachers and school leaders on how to implement curriculum and provide framework and tools on how to assess student



learning outcomes both at classroom and national level. The learning assessment system established/implemented will monitor the trend in improving educational achievement of the children and will guide ministry for coordination and alignment of its effort for maximizing the intended outcomes.

- General Education:
  - The reform will review the curriculum framework to improve and update the stages, contents, objectives, plans and strategies of teaching and learning, especially in terms of learning areas (to be reduced/integrated) and learning outcomes (knowledge, relevant skills, values, attitudes and their application as competencies in the real world) at each grade and level of schooling including pre-school education, with an emphasis on early grade reading and cross-cutting issues such as health, environment and climate, human rights, anti-corruption, ICT, etc.
  - Given the reduced learning time available for the majority a more realistic set of curriculum goals will be set. This will, in turn, mean shorter and more focused textbooks than at present, much of which currently goes untaught or addressed only superficially. It is no longer acceptable for students to learn material through memory alone or to be tested on rote mastery. More selective curriculum and textbook content will encourage teaching methods which encourage questioning and child-centred, student active learning. Greater emphasis will be on the development of critical thinking skills.
  - Practical learning and the addition of life-skills will be emphasised in the revised curriculum, and teachers will be provided with a battery of techniques through in-service professional development. National Standards for curricula will respect Afghan cultural traditions and practices, but will also reflect contemporary international curriculum standards and educational practice. These approaches have been piloted in the period leading to NESP III development.
- Literacy:
  - Learner-oriented materials – the MoE will further diversify learning materials to meet the needs of different learners, a process that has begun under different DP literacy programmes. Learners will benefit from similar practical teaching techniques used by General Education teachers, many of whom act as literacy instructors outside school hours.
  - Literacy courses will also benefit from the more relevant content developed in co-operation with TVET curriculum staff, working within the reformed Ministry structure. For example, practical agriculture and mechanical skills will be taught through appropriate texts in literacy courses.
- Islamic Education:
  - MoE will raise resources to print and distribute the recently developed Islamic Education textbooks. Materials will address today's challenges such as respect for women, support for the poor, conflict prevention, etc.
- Technical and Vocational Education and Training (TVET):
  - The inclusion of TVET within broad curriculum reform strategies is an indication of the strategic importance NESP III places on the relevance of the learning

experience in schools as well as TVET institutions. MoE will work with stakeholders to revise the range of skills curriculum inputs and programmes in order to improve the response of courses to user demands. The curriculum revision will be based on the market and workplaces demand. Minimum competency standards will be established for each vocational area in consultation with the employers and the syllabi and instructional material will be revised or developed based on the competencies. The revised TVET curriculum will focus on a good balance of knowledge, management and practical skills.

- In addition to the mainstream TVET curriculum revision, MoE will also prepare instructional material for private sector apprentices (Ustad Shagerdi) who wish to attend TVET schools to enhancing their general and vocational knowledge and also acquire management skills for their career development and earning better income.
- MoE will similarly develop partnerships with the private sector to establish appropriate literacy and numeracy programmes at times and in locations that respond to TVET students' needs and to enable them to apply learning in apprenticeships (e.g. using GE classrooms in the early morning or afternoons, outside normal school hours).
- **Teacher Education:**
  - In-service teacher education curriculum will be revised based on the findings and recommendation of the teacher education assessment conducted under EQUIP-II. The curriculum revision will consider reform in the school curriculum, make teacher education curriculum competency based and will also develop a competency based examination system for TTCs. Special attention will be paid in revision/developing curriculum and instructional material for diploma program for early grade teachers to ensure they acquire required teaching competencies with regard to early grade reading and math.

#### **5.3.1.2 Implement the new curriculum**

- Curriculum materials – the revised curriculum framework will set the parameters within which syllabuses, programmes of study, textbooks, lesson plans and supplementary materials will be improved or developed. Teachers, school principals and academic supervisors will be oriented on the revise curriculum characteristics and its implementation method. The time and opportunities for practical learning will be enhanced in TVET as well as general education.
- Improving learning conditions – the MoE will address a number of factors that reduce the quality of education, such as insufficient instructional time, high student-teacher ratios, insufficient equipped laboratories, lab technicians, libraries and sports grounds.
- From reports time is currently wasted on inefficient teaching practices and techniques. Training now includes techniques for better use of time when checking attendance, collecting papers and recording homework results. Other teaching techniques that can save the shortened time available under the 2 and 3 shift system include ways of organizing groups (and individuals) to complete tasks while the teacher works with small groups or focuses on special problems.

- It will be essential to increase the time students spend learning the new curriculum. Currently the “time spent on task” (the number of contact days per year and hours per day) is too short to ensure adequate learning and is exacerbated by teacher absenteeism and lack of attention to learning targets when in class. A further target will be to reduce the student/teacher ratio to meet agreed national norms. It is recognised that the number of shifts operating within one school affects the length of the school day and the quality of instruction. MoE will reduce the number of schools operating two daily shifts and eliminate the operation of three shifts over the period of NESP III.
- Curriculum implementation will be monitored by school principle and academic supervisors regularly and findings and recommendations will be shared with the relevant MoE departments for decision making and necessary action.

### **5.3.1.3 Ensure teachers and educators are better qualified, certified, and employed according to national standards and regulations**

- Improved coherence of technical aspects of education – following from the functional analysis and the elaboration of the capacity development programme, both of which will be early strategies for NESP III implementation, the MoE will take steps to improve coordination between interdependent functions within the Ministry. The substance of the capacity development programme will address in particular educational planning, governance, curriculum development, teacher education, academic supervision and student assessment, to increase accountability across the system. The MoE will introduce new policies, guidelines and procedures to be managed by Provincial Education Departments (PEDs) and District Education Departments (DEDs) under their supervision. Provincial staff will be trained in the processes and procedures of the new system and will take responsibility for their introduction in the Districts.
- Enhancing and unifying teacher education and support – the MoE will lead the revision and development of teacher education curricula, teacher guidebooks and teacher support materials in line with the students' curricula. Teacher education curricula will distinguish, where feasible, between the needs of early grade, upper primary and secondary learners. In-service training and support programmes will be responsible for raising the quality of classroom instruction and will benefit from revision of current training programmes making them more competency-based and focused on student learning. Teaching standards and performance requirements will be coordinated across different sectors including adult education, adult literacy, technical education and vocational training, and Islamic education. The standards for these different programmes will be tailored to the specific characteristics of each programme. MoE Science Centre will provide additional training support to teachers to improve practice teaching using science, math and ICT labs/kits.
- A teacher credentialing system for Afghanistan has been finalized, pilot tested, and is ready for initial implementation<sup>23</sup>. A plan for the certification of qualifications for School Administrators is yet to be finalized. Several avenues for entering the credentialing system are established and will be linked to career development. Private

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<sup>23</sup> The USAID funded ALSE activity will provide impact data in Sept 2016 on cost effectiveness analysis for teachers with credentials compared to teachers from the local community, without credentials.

teacher training programmes and colleges will also be required to follow the national standards for obtaining credentials in order to ensure their students are qualified.

- Partnerships, governed by formal agreement with other government ministries, will help increase efficiency. For example, MoHE and MoE will focus on different parts of the professional development of teachers, reducing overlap and providing career pathways for teachers who want to study for a Master's degree. As indicated earlier, MoE will concentrate its resources on in-service training, supporting and mentoring serving teachers so they become fully credentialed. MoHE will offer pre-service teacher training courses and will establish joint mechanisms with MoE to satisfy demand in areas other than Kabul where demand for teachers is acute. Similarly, an MoU has already been signed between MoE and MoLSAMD clarifying areas of responsibility and strengthening coordination and synergy.
- TVET teacher education institutes will continue to deliver professional development programs to TVET teachers mainly focusing on enhancing competencies of TVET teachers in delivering practical skills training.
- A competency-based transparent teacher recruitment mechanism will be established at provincial centres for recruitment of new teachers based on the national standards and regulation and school/training centres need. Greater attention will be paid for recruitment/bringing in skill trainers from the private sector to enhance practical skills training in TVET schools.

#### **5.3.1.4 Develop leadership skills so principals are able to lead the pedagogical, organizational, educational and environmental development of schools with participation of stakeholders**

- Development of school leadership - The principal influences classroom practice through the level of his/her support and supervision of teachers, guided by his/her understanding of how, what, when and why students learn.
- NESP III sets targets of increased enrolment specifically of girls and women in all learning programmes over the next 5 years. Female learners are currently under-represented but no less anxious to learn and the social and economic development advantages of an educated female population are well understood. Specific efforts will, therefore, be made to develop a cadre of women to take on the leadership role in managing schools and administration during NESP III.
- Principals will be trained to implement the School Administrator Competency Framework as well as the School Management (SMT) training manuals. They will be responsible for implementation of the curriculum framework as well as the legal structure of the school program including the education laws, the school day and year, the roles of the DED, PED, and MoE, and the involvement of the Shura and community.

#### **5.3.1.5 Ensure the school environment is inclusive, safe and conducive to learning and positive social relations**

- School administrators must know how to work collaboratively with the community and with external stakeholders as well as with teachers and students. Participatory formulation and implementation of annual school development plans are part of the



strategy. Administrators will ensure students are involved and participate in planning and implementation of ideas for school safety and morale. This will include children and learners from IDP and returnee families, minorities and disadvantaged sections of society. Strategies will be developed within the framework of the curriculum to ensure that school violence and abusive behaviour from whatever direction (students or teachers) is prevented.

- Students' interests in community development will also be strengthened through extra-curricular activities. This will help bridge the gap between school-based learning and application in the real world.
- Sustaining dialogue with stakeholders – the MoE will conduct regular information sessions and consultations with direct and indirect stakeholders in the reform, whose understanding, support and participation are required for effective implementation. In addition, MoE will work with MoPH to develop comprehensive school health strategy including health-screening and support services (vaccination, health education, etc.) for children and communities making use of school facilities. A small allocation has been included in the NESP III budget for the development and implementation of this programme, which will be monitored and reported.
- School facilities will be constructed (classrooms, labs, boundary wall, water and sanitation) in close collaboration with communities and private sector. School design and safety measures will consider functional requirement, gender, use of locally available material and maintenance.
- Schools will be equipped with science/computer labs, science kits and other teaching learning materials and teachers and lab technicians will be oriented/trained on use of lab equipment.

#### **5.3.1.6 Improve the support to teachers and principals and their accountability**

- Support to teachers will be provided by school principals as a major component of their leadership role. Academic supervisors and faculty member of science centre will provide continuous on the job support and mentoring to teachers and school principals to improve performance. Regular observation and feedback of classroom teaching and school management will form a central part of this support. In addition, teachers will be held accountable for the success of their teaching through credentialing, performance assessment, review, and evaluation. A revised framework for academic supervision and faculty members of science centre will be developed to set competencies, credentialing, revised scope of the work and supervision methodology. A cadre of professional academic supervisors and faculty members of science centre will be trained through a Master's program for academic supervision who will provide short term professional development courses to the rest of academic supervisors and faculty members of science centre at provincial and district level.
- Monitoring and evaluation strategy – as part of its approach to improve all aspects of management, the MoE will monitor and evaluate curriculum quality in all its dimensions in a systematic and planned way, at different levels of the education system.
- The credentialing system includes all teachers, males and females. Because genders have differential access to training opportunities, MoE will conduct regular impact

assessments to monitor how female teachers integrate and maximize the benefits of the new system. It will identify gender support measures that may be required for them to do so. A priority emerging from curriculum assessment data is to analyze and provide remedies for the dropout rate at grade four particularly by females. Improved completion rates are expected to be closely related, among other things, to teaching quality and curriculum relevance.

#### **5.3.1.7 Develop and implement student learning assessment systems**

- National student assessment strategy and systems – systems and materials to track progress are essential for orienting, regulating and harmonizing assessment practices, in particular at the school and classroom levels, in accordance with the revised curricula. Currently these are fragmented and do not ensure reliable results. A major assessment exercise was conducted in 2013 and reported two years later, pointing out that levels of student proficiency in literacy and numeracy were below comparable levels in neighbouring countries. The report made recommendations for improvements in teaching methods to address the weaknesses, but a more integrated and nationally owned assessment system is needed. NESP III will develop national capacity to conduct reliable student assessments and produce rapid feedback on the quality of learning.
- Student learning assessment – many elements contribute to student learning. Teachers play a major role in ensuring and monitoring student learning outcomes including using techniques of formative assessment in order to ensure that learning is taking place without leaving students behind in their understanding. The final evaluation of students in comparison with provincial or national achievement levels will be part of the evaluation of the teacher’s competence. Accountability for improved student learning outcomes will start at the school and classroom levels.
- A national framework for students learning assessment will be developed as part of the curriculum reform. Tools and test items will be designed and developed for the given grades and subject areas jointly by national curriculum centre, teacher education and academic supervision departments. A module will be developed in EMIS to record, analyze and report learning outcomes. A new directorate for learning assessment is established under general directorate of academic supervision and will be responsible for administration of learning assessment. Intensive training and technical support will be provided to develop the capacity of staff in developing and implementing learning assessment. Learning assessment reports will be used to monitor trends in educational outcomes.
- Existing modules of learning assessment systems will be reviewed to adopt an Afghanistan specific learning assessment system. Learning assessment will be conducted at the end of grade 3 for language (with a focus on early grade reading) and math, grade 6 and 9 for language, math, science and social skills, and grade 12 for soft skills using a mix of formative and summative approaches. A representative sample of schools/classes/students will be selected based on the criteria. The assessment will follow the cohorts of students at grade 3, 6, 9 and 12 to monitor trends in improving educational achievement of children. The assessment may also focus on early grade reading abilities of grade 2 and 4 students in selected samples.

- Model secondary schools will be established in each region (total 7 for girls and 7 for boys) to serve as lab for research, development and delivery of quality education. Model schools will have pre-defined standards for teachers, teaching and learning material and equipment, environment, student learning achievements and school management. These schools will enroll high performing students from the region based on the set criteria and provide boarding and full day teaching. School will be staffed by qualified teachers and non-teaching staff. The schools will be equipped with teaching and learning material and equipment including ICT. A school board will support the school principle in governing and day to day management of the school. Other schools' teachers and managers will be invited to these school for exposure visit and to see how schools could be set to deliver quality education. School staff will be paid from operating budget. Construction/improving school environment, school equipment and supplies, training of school teachers and management will be supported from the development budget (respective budget line).

### 5.3.2 Equitable Access

The second major component of NESP III addresses the improvement of Equitable Access to learning. Equity is an essential element in NESP III and is addressed in many sections and strategic aspects of the Plan. Disaggregation of access by gender will allow MoE to track equitable access by girls and women. The policies governing equitable provision of education opportunity for disadvantaged sections of society (such as Kuchis, learners with disabilities, returnees and IDPs) are highlighted throughout the Plan. NESP III will seek to implement a strategy of inclusiveness and mainstreaming of specific groups, ensuring equal access for all concerned, while monitoring performance to allow targeted strategic responses to identified needs. The Plan sets targets for two approaches to this policy priority: Supply Side Strategies, and Demand Side Strategies.

**A: Equitable Access Supply Side Strategies:** Equitable and responsive access to education opportunities. Overall the main supply-side strategies for NESP III will take account of:

- Geography - including differences between the situation in urban and rural areas as well as under-served and insecure areas.
- Gender - including strategies to improve access to learning and retention of girls in schools and other learning programmes
- Inclusion - including strategies directed at learners with special needs, IDPs, returnees and other disadvantaged groups.

More responsive access to learning programmes will involve expanding the different pathways through which learning opportunities can be offered. Currently these include mainstream Primary and Lower Secondary (Basic) education, Secondary education, Community-Based Education (CBE), Islamic education, TVET and Pre-school centres.

However, alternative learning pathways will also include Accelerated Learning Centres (ALC), Community Learning Centres (CLC), literacy and adult learning programmes, Mosque-based education, distance and home-based learning. Programmes will seek to expand the availability of alternative pathways, making use of existing facilities in new ways, opening informal centres where possible or exploiting information technology solutions to overcome the challenges of geography and restrictions on access by girls, IDPs and minorities.

- 1. Plan and establish systems at the school and community level with local school mapping exercises to identify and track out-of-school children and prevent dropping out through an early warning system.**
  - The school-mapping conducted at the district level will identify gap in access to school and provide information for establishment of new schools and CBE to cover the access gap. This will be also combined with out-of-school children survey which will identify the number, gender and reasons why the children are not going to the school and what needs to be done to enroll them to the school. The schools' management will also identify the children at the risk of dropout. Based on the information obtained, necessary actions will be taken to make the education service delivery more attractive to out-of-school children, i.e. deploying female teachers, engaging parents in school shura, construction of school facilities, etc. Local school mapping data will be combined with data on the availability of learning centres and programmes (including TVET apprenticeships) at district level to build into a national database using EMIS and GPS technologies for the planning of new schools and centres or support for the upgrading and expanding of programmes or merging of existing schools and centres. Verifiable planning based on local data presented transparently will contribute to the elimination of inefficiencies and corrupt practices such as claiming funding for “ghost” schools and teachers.
- 2. Improve the TVET intake system, especially targeting poor and underserved youth and rural areas.**
  - Studies have demonstrated that most TVET learning takes place through the private market formal and informal systems. The public TVET system is not yet targeting the most widespread need for skills in the private market.
  - As a first step to address this situation, MoE will develop appropriate by-laws, procedures and guidelines to align public TVET learning with need and prioritise enrolment of youth from poor and rural communities in TVET schools. This legal framework will link the informal and formal private sector with appropriate public schools and learning centres to ensure greater responsiveness to the needs of apprentices and other learners.
  - Awareness raising programmes will emphasise the importance of TVET and the acquisition of skills for youth. At the same time TVET will be focused more clearly on skills training to meet market needs through an improved curriculum and development of teacher competencies.
  - A major effort will be directed towards the expansion of the existing apprenticeship system with selected support to the assessment, definition and certification of skills acquired by learners.
  - TVET learners may additionally benefit from literacy and numeracy courses to complement their skills-based practical learning. Existing schools will be encouraged and guided to meet these needs.
- 3. Increase enrolment, especially of girls (to Gen. Ed., TVET, etc.) in remote areas**
  - Equitable access strategies aim to expand inclusive enrolment and retention of all Afghan social groups, especially girls and the disadvantaged. Strategies to be used will include local recruitment of female teachers through a “best available” approach, with



subsequent support for professional development and credentialing and the introduction of incentives where this is financially and logistically feasible. Other strategies under access supply side (1-8) and demand side (1-4) and strategies under quality and relevance will contribute to improved enrolment and retentions of girls.

- MoE will ensure pre-school education is reflected in legislative documents as priority to facilitate/encourage government investment. However, due to shortage of resources in basic education, government will not be able to make significant expansion in pre-school education through formal schools. Government will support expansion of mosque-based education which contributes to pre-school education for a large number of children especially in the rural areas
- CBE is a strategy that particularly benefits girls, since, among other characteristics, community education reduces the distance between home and school. Greater attention will be given to institutionalisation of CBE and specially to monitoring and reporting girls' enrolment and female teacher recruitment.
- MoE will explore links with relevant Ministries to coordinate with existing and planned programmes including the social protection programme of MoLSAMD involving cash transfers. Other forms of in-kind incentives may be the selective provision of food (school feeding programmes) and stationery.
- To expand the provision of appropriate infrastructure district and provincial planning will cost the construction and demand for the provision of schools with dormitories for students, especially girls, from insecure and under-developed and under-privileged districts. Support for General Education, TVET skills and Literacy programmes will be better coordinated. Standard school infrastructure will include boundary walls, drinking water and sanitation facilities, which are basic requirements for girls' enrolment.
- Alternative recruitment and training strategies will be developed to increase the number of female teachers (and consequently girl students) in rural areas. Two strategies that will be piloted are the recruitment and support through training and professional development of the "best available" candidates in rural areas, and the use of incentives to encourage qualified female teachers to work in remote rural areas. Credentialing opportunities through the Tier I Provisional Certificate may support professional development of teachers who are recruited with minimal qualifications. Connecting the "best available" candidates to opportunities for further study, e.g. through home-based or group learning, will be introduced as well.
- Local school mapping and planning will include the mobilisation of resources to encourage learners with special needs to enrol in mainstream schools where this is feasible. Additional funding will be sought to cover the establishment of special educational centres and the development of materials (e.g. textbooks in Braille) for children who are unable to enter mainstream schooling. Coordinated assistance from NGOs will be a key in this area.
- MoE will debate over a policy option with the development partners which will entail a nationally/provincially coordinated exam at the end of grade 9 and to categorize the students into grade A, B and C. Grade A and B students will continue higher secondary education in general education or TVET. Grade C students will be required to enrol as

a skill training apprentice in private sector in order to become eligible continuation of higher secondary education in public schools. The preference will be to enrol majority of them in TVET schools where they will acquire practical skill training in private workshops/production centres and learn knowledge and management skills related to the vocation in the TVET schools. This policy option will not only encourage students to improve their performance but will also mainstream more youth to skill training programs, employment and income generation.

**4. Develop provincial/district mechanisms for increased enrolment, retention and completion of learners/apprentices in schools/learning centres (Gen. Ed., TVET, Literacy, etc.)**

- An essential strategy within NESP III will be to increase the responsibility and capacity of sub-national levels of administration and management in PED/DED and also in schools. Early initiatives have already focused on raising capacity in PEDs under the CBR programme.
- Planning will be based on analysis of education indicators and realistic targets at decentralized levels. For example, analysis of enrolment, drop-out and completion rates by gender, location and groups at sub-national levels will facilitate identification of districts and villages where equity and quality are issues. This will in turn help to identify the focus for action. MoE will revise the guidelines for school establishment and remove schools that are established against the norms.
- Planning mechanisms will include the mapping of out-of-school children with profiles of children at risk. Risk factors are poverty levels in particular districts, prevalence of early and forced marriage, female literacy and proportion of female teachers. MoE will utilize and upgrade the current EMIS and GPS technologies to specify areas for need-based provision of services. Once the analysis of status of key education indicators is available at sub-national level, these will be taken into consideration in the allocation of resources.
- MoE will develop flexible regulations governing provision of learning programmes and access to facilities based on realities faced by local communities and their needs. Allocation of resources will be equitable and norm based, and will strictly and transparently follow MoF guidelines and the Public Financial Management (PFM) regulations, thus strengthening capacity within the system. A principle will be to maximise use of available resources (those under direct control of MoE, those under the responsibility of other ministries, and private resources also). This will include, for example, the use of General Education school buildings for other learning programmes.

**5. Establish or expand Centres/Schools and programmes providing alternative learning pathways in remote rural areas.**

- These will include pre-school, community-based education, accelerated learning, outreach classes, mobile classes, multi-grade teaching classes and distance learning, exploiting low-cost nationally developed ICT platforms.
- Pre-School education: Research evidence shows the positive effect of pre-school education on enrolment and completion of primary education. MoE will reflect pre-school education in revision of legislative documents as priority to

facilitate/encourage government investment. Government will support expansion of mosque-based education which contributes to pre-school education for a large number of children especially in the rural areas. Pre-school education will also be expanded through CBE. Pre-school education centres can be established in the community making use of local facilities (mosques, schools, spaces in existing learning centres or private houses) guided by a basic national curriculum with simple teaching guides. In urban areas Private Public Partnership (PPP) models can be explored. Careful monitoring of limited inputs and of results will allow gradual expansion as resources are available.

- Community-Based Education (CBE), Accelerated Learning Centres (ALCs): A sub-national analysis of key education indicators shows CBE and ALP has made good contribution to increasing enrolment specially for girls. CBE/ALP is currently fragmented and donor-led programme which also entails issues with transition to formal schools, sustainability and overlaps. MoE will revise CBE/ALP policy and define a cost effective package (ToR) for the service delivery, including a service delivery model with a focus on national service delivery capacities (NGOs/CDCs), transition and sustainability. International NGOs will gradually reduce direct CBE service delivery and become engaged in capacity development of national entities and strategic monitoring of CBE. Standard ToR for CBE service delivery will be announced for each province (as a geographical unit for each proposal), through both on and off budget funding mechanisms. A joint mechanism will be established for review of CBE/ALP proposals through off-budget funding. School mapping and out of school children survey at the district level will determine the gap in access to service delivery and will be the base for establishment of CBE/ALP, which will be outreach classes of nearby formal hub-schools. CBE classes will be upgraded to formal primary school where the existing formal hub-school is too far. CBE students will transition to formal hub school mainly at the end of grade 3, but where needed it could continue up to grade 6 or beyond. CBE/ALP providing partners will work closely with school principals and district education offices in local planning, monitoring, reporting and transition of students and CBE teachers to formal hub-schools. MoE will during the annual planning consider additional resources for the hub-school to facilitate smooth transition of CBE students and teachers. Accelerated Learning programmes will meet the needs of suitable over-age and drop-out students by giving them a rapid means of catching up on missed schooling and re-entering the education system.
- Literacy and adult education: MoE will provide literacy classes to those adults (age 15 and above) who have missed the education opportunities. Priority will be given to youth aged 15-24 and female learners. Formal schools will be used as hub for literacy courses. Literacy classes will be established within the communities where group of adults are interested to acquire basic literacy and their record will be maintained in the nearby hub school for monitoring and verification. Literacy courses will be also established in the evening shift of general schools to facilitate learning for youth working during the day. General school teachers will be utilized where applicable to teach literacy courses in a different shift (early morning, late afternoon as relevant to learners). Adults successfully completing basic literacy course will be provided with certificate equivalent to grade 3 graduates of schools. Literacy courses will be established/run by MoE literacy department or by NGO partners on behalf of MoE

using similar approach as for CBE. Youth completing basic literacy course will be provided with opportunity to continue education in evening shift of general schools.

- Alternative learning pathways: Based on the local context, alternative learning pathways will be encouraged for students to access learning opportunities beyond regular Basic and Secondary education models. These may build on existing provision of Literacy courses or other informal learning. Some of these include seasonal schools, evening classes, self-instruction using technology, and mobile schools for nomadic people. All these would be linked to a common curriculum and examination or testing process.
- Leveraging technology to increase learning opportunities: In the context of Afghanistan where insecurity is a major cause for children, especially girls, not going to school, technology can be a major tool for promoting equitable access. Locally produced hardware and software programmes are rapidly becoming affordable, effective and powerful in terms of storage capacity and speed of processing. Connectivity is improving and can allow physical barriers (poor roads and long distances) to be overcome. Equipment prices, including rugged housing to suit rural conditions are competitive compared with the cost of printing and distributing heavy textbooks. Devices suitable for education include media players, e-readers, tablets, etc. to take the school to the home of the children. Both boys and girls can access quality learning materials, radio lesson, and continue their education even when physical access is difficult.

#### **6. Establish “barrier-free” learning centres**

- Decentralisation will gradually extend to school levels and the principal and community will be responsible for addressing both the physical facilities of the school, including boundary walls, availability and quality of water, accessibility of toileting facilities, etc., and also safety issues within and on the way to school. The aim is to ensure schools and learning centres are designated as “safe havens”, free of all barriers to learning. Early initiatives, dating from 2015, have already included the development of Action Plans covering legislation for demilitarization of schools, and making the Safe Schools Declaration more prominent. Supply-side initiatives addressing the needs of IDPs and returnees will be increasingly aligned with and offer sensitively targeted support to local communities including, for example, the voluntary vigilance groups which will also be encouraged.
- In terms of physical infrastructure, MoE will cost and establish minimum standards for barrier free learning centres and will monitor and report on provincial and district progress in achieving the required physical facilities. Under NESP III, MoE will reduce the number of students who do not have classrooms and schools’ furniture. It recognises that students should not be expected to sit in classes on the ground in the open air. Classroom construction will be accelerated to ensure a safe, properly equipped learning environment. The first priority will be to cut the number of schools with three shifts of classes to two shifts through new construction or through renting facilities. More transparent and accountable management of construction are a priority for NESP III.
- It is proposed to extend the current Child Friendly Schools principles (inclusive, safe, healthy, quality learning) to all levels of schools and learning opportunities. MoE will



develop and disseminate codes of conduct for teachers and other school personnel and Ministry officials (see also the section below on Community, and strategies under Quality)

- The school principal, teachers, parents, students, and stakeholders will be responsible for monitoring and reporting incidences of violation of the education code, code of conduct for teachers and students, and violations of children's (student's) rights. Teachers will face job consequences as a result of physical or psychological mistreatment of students. Rules of behaviour will be posted on the school site, and classroom rules of behaviour and consequences for violations will be posted in classrooms. Bullying, discrimination, abuse and mistreatment of other students by peers will be treated seriously and will have disciplinary consequences recognised by students and staff.
- MoE will introduce strategies that reduce insecurity within communities, supporting community school protection mechanisms. It will appeal for support from the security forces and use community negotiation approaches to strengthen the school shuras (committees) to set education goals and opportunities as well as recognising constraints. Local communities will be encouraged to ensure the safety and security of schools. The concept of a learning centre as a "Peace Zone" has been elaborated in new Action Plans and will be piloted in insecure areas. Local councils and other mechanisms will be strengthened to prevent the destruction, burning or closure of schools by insurgents.

#### **7. Provide Education in Emergencies, for Returnees and Displaced Persons**

- In addition to the above measures, strategies for ensuring the continuation of education even during emergencies will be developed or expanded. MoE will work with partners to create special programmes in support of education in war affected and under-developed areas to increase access to quality education. It will establish strategies and have contingency plans in place in anticipation of humanitarian crises (natural disasters, insecurity, etc.).
- Safety routines will be reviewed and included in training programmes (for Principals, School Management Shura and teachers) so they will be familiar to school staff, students, and parents as strategies to use immediately in case of violence against persons, attacks on the school, flood, landslides, fire, and earthquakes. An additional budget allocation to cover these programmes has been identified and establishment of these programmes will be monitored.
- MoE is committed, under the terms of the GoIRA's National Policy on Internally Displaced Persons to providing education to returnees and IDPs. The curriculum revisions planned for NESP III will take account of IDPs and returnee children as will teacher education materials. MoE will facilitate easy enrolment with support to returnees and displaced teachers and children. District, provincial and national plans for classroom construction and refurbishment will include special focus on areas with large numbers of returnees or IDPs.
- MoE recognises the challenge for returnee students who have followed a different curriculum and used a different language of instruction. Similarly, it will continue to build the capacity of education staff and internal systems to cope with the task of

integrating all disadvantaged children into an improved mainstream school and learning service. In areas where formal schools are currently not available for returnees or displaced children CB/ALP classes will be established.

- GoIRA will continue to provide education attachés in countries with high numbers of Afghan refugees and will facilitate the recognition of certificates from schools overseas by PED/DED staff and head teachers when children return to Afghanistan.

#### **8. Encourage private sector to participate in provision of educational opportunities**

- MoE will establish frameworks, systems and procedures for mutual collaboration with private sector and to encourage investment (see more details under 5.3.3).
- Currently considerable number private schools offering pre-school, general and Islamic education, TVET and teacher education are operational in major cities with a relatively well-off household who pay school fee for education of their children. MoE will further encourage expansion of private schools. This will reduce pressure on public schools and allow MoE to direct public resources to improve access to education in rural areas where population are considered to be poor.
- The private sector invests in training, through provision of by far the largest apprenticeship system in Afghanistan, for example, in order to expand its own business opportunities. MoE in close coordination with the private sector will adopt strategies and open formal TVET school to provide further support (knowledge, management skills and exposure to technology) to private sector master trainers and to apprentices who learn the skills in workshops/production centers to improve performance and income. This will allow the government to achieve its public sector targets with increased efficiency, i.e. faster and with fewer resources.
- The market's interest in getting books to consumers will be exploited in pilot schemes to allow private sector publishing of approved titles for sale to schools. MoE will consider funding vouchers, which schools can use for book purchase, thus making private businesses responsible, in their own interest, for ensuring children have the necessary tools for learning.
- MoE will expand the service contracts with the private sector for school construction services, provision of educational supplies and consulting services.

#### **B: Equitable Access to Educational Opportunities Demand Side Strategies:**

Several of the above strategies for supply side provision of learning opportunities mention the strengthening of community involvement. Community participation and commitment is a key strategy in itself and sustained community engagement and participation in ensuring equitable access to learning opportunity will be encouraged and monitored. Studies have shown that participation of women in local decision-making through Community Development Councils (CDCs) and school shuras is an indicator linked to greater educational opportunity for girls as well as improved social and economic development, all of which echo the Overall Objectives for NESP III.

The GoIRA has established a process to extend the Citizens Charter initiative to guarantee a minimum set of core services to all citizens, using CDCs as the primary vehicle for service

delivery<sup>24</sup>. Ongoing discussions between line ministries, especially MoF, MoE and MoRRD are elaborating the mechanisms for funding local activities through block grants and other forms of support. CDCs will work with school shuras (School Management Committees) to extend planning and monitoring of education services to local communities.

In the country context, some of the key demand side barriers are poverty, social norms and practices (early marriages) and these are exacerbated by supply related issues such as lack of schools within walking distance, lack of female teachers, etc. To facilitate equitable access linking both supply and demand will be critical to ensuring children complete basic education and learners in general make full use of learning opportunities. The following strategies will support demand-side engagement.

### **1. Increased community investment in education and skills learning (especially girls in rural areas)**

- Communities and families already make contributions to both the infrastructure and operations of schools and learning centres. It has been demonstrated in the CBE programme that communities are willing to provide space, to identify teachers and to support these schools. During a needs based planning, various options for schooling will be explored with the community and commitment sought for the provision of resources (from space for a community school to support for the upgrading of primary schools). Further awareness-raising and implementation of Citizen's Charter programme (CCP) provisions for local rights will reinforce and formalise supply-side initiatives. Under the CCP and the school development planning initiatives substantial budgets will be available for local communities to deploy to improve services.
- MoE will recognise the roles of communities in managing such support through strengthening School Management Councils (Shuras) and will prioritise regulatory and management capacity support in this area. These will be responsible for encouraging communities to invest further in school construction through provision of skills and financially, and also to draw on the practical skills of community members (e.g. related to agriculture, handicrafts, mechanical repair, etc.) to provide inputs to life skills instruction in schools and learning centres. Community contribution will be voluntary and a criteria will be developed jointly with the local community for mobilizing local resources as such that reduce inequity rather than increasing. One of the key consideration will be not to push poor for compulsory contribution.
- Contributions by communities in all forms including land for the construction of schools will be formally recorded and recognised.

### **2. Community leaders and opinion makers actively supporting education**

- Community based identification of education needs will be the starting point for needs based planning. MoE will encourage engagement with local councils, networks and leaders such as Islamic Ulamas and education experts to improve Islamic education and welcome their demand for education. MoE will support the mobilisation of community shuras, Child Protection Action Network (CPAN) and School Management shuras (SMS). The community shuras/SMS and CPAN coupled with village elders and other influential groups can help ensure all school-age children (girls and boys) will

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<sup>24</sup> See WB Briefing, June 2015, also Discussion paper 8, "Citizen's Charter in Cities", Acbar, April, 2016

complete basic education, and at the same time they can be strong forces to create and demand quality services.

- The CPAN and shuras will have joint responsibility for the safety and security of children and teachers in schools. Voluntary vigilance groups from community and CPAN who then in turn ensure that both boys and girls reach school safely and also that schools are providing safe environments for studying.
- Safe access is essential in creating a conducive environment for both boys and girls to access and study in learning centres. This issue is closely linked to the living environment in the village as well as at household level. Safe access to schools will require the community to be the key driver for both boys and girls to get educated.
- MoE will support initiation of a policy debate on the role and registration of private Madrassas. Two possible scenarios may be considered: 1) private Madrassas adapt the MoE curriculum 2) an open curriculum for Madrassas is approved and graduates certified for the courses they have completed.

### **3. Increased awareness of importance of skills for youth**

- This strategy will directly support equitable access supply side strategies, through providing awareness on types and standards of services provided by MoE and encouraging community to reflect on and provide opinion on how it could be tuned for the needs of local communities and propose local strategies/solutions for local issues. There are two aspects to this strategy: raising awareness and a focus on skills for youth (including girls). On the one hand MoE will support public awareness programmes by local and religious influential persons in order to raise awareness of the importance of education in Islam (especially girls). All children have a right to education, and strategies will be supported to address barriers created by social norms. Communities will be asked to commit to ensure all school-age children are in school and complete basic education. Awareness raising campaigns and empowerment of school shura (linked to CCP block grants) will encourage the enrolment of students and continuation and completion of schooling as well as wider national campaigns to reopen closed schools and to promote literacy.
- It is important to map out the needs of adolescents and youth in a participatory manner. Both sexes comprising this group can identify their different needs, and also share their aspirations, which can then be used to facilitate the provision of quality education and vocational programmes (TVET). MoE will work with communities to map key education indicators including education attainment and literacy levels (for males and females), whether learners are married and their current status in terms of employment. Youth and adolescents can be mobilised through CCP to participate in the development of the village including support for education. This group can be encouraged to participate in developmental activities at the village level thus using their skills and knowledge to become productive citizens.

### **4. Communities actively monitor service delivery standards**

- The final demand-side strategy to improve access involves empowering the community to monitor the quality and access its learners get from the education services. Simple tools will be developed (e.g. reporting formats, ICT apps, etc.) and communities encouraged to monitor and report on the quality of services, for example



to local shura and on school notice boards. Schools and learning centres will be helped to display information on enrolment and resource provision both for local planning uses and for accountability and transparency purposes.

### **5.3.3 Efficient and Transparent Management**

NESP III plans a number of radical strategies to improve administrative and management support for both better quality and access to learning. As with the other components many strategies are cross-cutting and directly or indirectly impact programmes at all levels. Related strategies and indicators are shown under different components of NESP III. Performance will be reported under component headings also. However, implementation of activities to realise short-term results will need to be planned and carried out in an integrated manner to ensure delivery of support programmes (e.g. training, monitoring) are efficient and coherent.

#### **1. Results-based institutional framework and organizational structure with defined core functions and competencies developed**

- As indicated above, the organisation of NESP III reflects the intended functional structure of the Ministry of Education Emphasising Education Quality and grouping strategies under Quality, Access and Management components. Currently MoE is divided institutionally along programme delivery lines as presented in earlier strategic plans (e.g. NESP II). The separation of General Education, Islamic Education, TVET and Literacy programmes resulted in some lack of efficiency and duplication of functions including procurement, curriculum development, teacher training, etc. A review and associated human resource planning are the first steps to be taken in improving coordination and efficiency within MoE management. This functional review is very important and will more clearly define core and non-core operations and bring up-to-date and clarify the Terms of Reference (ToRs) of MoE institutions/departments. The reform modality will be decided in consultation with the restructuring team and political level authorities based on the ground realities and feasibility of reform.
- Reorganisation will require policy changes and revision of the legal framework under which the Ministry operates. New procedures and reporting requirements will be introduced at all levels from the central Ministry to PEDs, DEOs, schools and other learning centres.

#### **2. Systems and procedures to enter formal contract service, outsourcing, and partnership agreements are reformed or established**

- The MoE plans to bring up-to-date existing agreements with DPs and other partners (e.g. line Ministries) and to review and define more clearly what a partnership agreement is and can be. Agreement frameworks will be developed to formalise support arrangements for learning between MoE and communities, civil society, DPs and private sector stakeholders.
- Procurement procedures governing operations involving MoE and DP supported programmes are subject to national procurement rules. However, clarification and alignment of legal and procedural frameworks for disbursement of pooled funding will be reviewed within the Public Financial Management (PFM) reform framework. MoE will reduce the number of processes/staff required to approve procurements where

this is in the interest of efficiency and in line with greater transparency and accountability.

- The predictability and alignment of funding for education programmes will be improved through clarification and integration off-budget and on-budget contributions and programmes. Alignment and harmonisation of operations with MoE and other DP systems following Ministry and Government policies will reduce duplication and waste and ensure more efficient achievement of NESP objectives.

### **3. Result-based/norm-based system of resource allocations for equitable service delivery implemented**

- MoE will develop and implement minimum delivery packages for the allocation of resources to schools and learning centres. These will be discussed with stakeholders including DPs and other line Ministries to ensure harmonised and sustainable funding and support. Norm-based allocation formula will need to take account of local conditions and priorities across the country.
- Equitable service delivery will require the consistent application of standard criteria, within flexible parameters, but also reflecting and reporting of local achievement of results. Criteria for equity will include: Pupil-teacher ratios, gender (in teacher allocation), student-classroom ratios (for construction); student-textbook ratios (for textbooks) and numbers of school-age children whether enrolled or out of school.

### **4. Competent human resources to effectively plan, manage, and deliver results**

- Comprehensive human resource development is planned as a central strategy within NESP III. In line with the functional review and structural changes planned to increase efficiency within MoE, a detailed Capacity Development Strategy will be formulated and implemented as part of NESP III with focus on national and sub-national level. Improvements to current Human Resource Management Information Systems (HRMIS) are also planned to cover all MoE staff (including information on training of teachers and instructors currently captured by the Teacher Information Management System (TIMS)). This will link data on employees to the payroll for more effective planning, management and professional capacity development requirements for staff. The functional review and structural changes has already begun and will come up with recommendations and results in year one.
- MoE staff recruitment will be brought in-line with revised ToRs and competency frameworks (skills profile) to match the functional restructuring. A comprehensive gender-sensitive capacity development plan will be developed, implemented and monitored to ensure the Ministry can manage priority programmes effectively. Advanced training (to Master's degree level) will be provided to a substantial number of MoE tashkil staff at national and subnational level to provide the critical mass to manage MoE systems effectively. The analytical, planning and monitoring skills needed as well as the technical capacities to develop curriculums, write pedagogically sound textbooks, train effective trainers, etc. will be gradually added to MoE's personnel establishment. These skills will not have a focus simply on academic excellence, but on modern, practical management, which is essential for the running of a large complex national operation. Where possible the relevant training will be sourced in country in order to reduce costs and ensure a focus on local realities.

- Current and past staffing arrangements within MoE have relied heavily on donor-funded National Technical Assistants (NTA). NTA staff were not always accountable to MoE for results and duplicated tashkil staff functions. NTA were not responsible for the development of tashkil capacity. As DP funding was restructured and programmes ended MoE was vulnerable to the loss of key personnel. Under NESP III improved recruitment, training, mentoring and professional development systems for tashkil staff will be introduced. This will target especially decentralised capacity development and will ensure equitable and needs-based staff development in all provinces.
- The current results-based staff appraisal system for MoE will be strengthened to ensure objective performance assessment is linked to career development and reward.

#### **5. Transparency, accountability, and anti-corruption systems for resource management adopted**

- MoE will develop, in collaboration with other stakeholder ministries, a robust anti-corruption strategy to restore public and donor confidence in equitable and transparent programme delivery. Reported or suspected breaches of procedures will be investigated and reported openly.
- To ensure the grants made to schools under the school development and Citizen's Charter Programme are correctly managed MoE will develop a stronger regulatory framework and strengthen its internal audit function through links with accredited external audit operations. All MoE operations will be subject to performance assessment and will be required to satisfy audit requirements
- Personnel management will extend to schools and learning centres and will cover strengthened systems for monitoring and reporting on teacher and education staff attendance. Appraisal will be linked to local public information campaigns with performance reported on school billboards.
- As part of the decentralisation of responsibility and control a budget execution tracking database will be developed and made operational at the provincial level. The current highly centralised systems for programme management arrangements between departments and DPs will change to give greater control and also responsibility at sub-national levels.
- As indicated in several sections of NESP III a key and repeated strategy for reform will be the dissemination and open publication of policies, standards, plans, budgets, results and reports. This is in line with the reality that education support cannot be the sole responsibility of MoE and that the delivery of public services needs to be accomplished through partnerships and alternative systems. MoE's role will be to ensure these are coordinated and that plans are realised and reported on transparently. The development of capacity in these areas will be a priority in NESP III. Targets for monitoring are indicated under ETM4 in the Monitoring Matrix below.

#### **6. Effective and integrated monitoring and evaluation system implemented**

- The MoE Education Management Information System (EMIS) is one of a number of systems and databases currently operated separately within the Ministry. These include data on Human Resources, Teacher Management, asset and Financial resources. Currently these are not linked and are accountable to separate

departments. In order to increase efficiency and transparent management these will be linked and integrated into a single system.

- NESP III will allocate resources to the development of capacity for monitoring and evaluation. Apart from training this will include legislative and regulatory changes devolving greater responsibility for data collection, retention and use to local levels. Supervisory visits from central and provincial levels will check the accuracy of data. Equipment (ITC and display boards) will be used to display and to report information.
- In addition, the information and data held in these systems will be made accessible, selectively and pro-actively, to all stakeholders in MoE and the public where this will increase efficiency and help reduce inappropriate and unaccountable deployment of resources.
- A key part of this strategy will be to rapidly transition from paper-based reporting and monitoring to ICT-based platforms where pilots have shown success. Feasibility studies and pilots will be carried out for other planned ICT platforms before expansion. Results from sub-national supervision and performance monitoring can currently take several months to reach senior authorities. These links can be made faster and more effective through currently available, inexpensive technology.
- As indicated in several sections above, a further principle of NESP III planning is the introduction of independent third-party monitoring and verification into MoE data systems. Strengthening of partnership arrangements and sharing of responsibilities for more coordinated implementation and performance monitoring require openness to objective opinion. MoE will build such systems into its planning and reporting of results.

#### **5.4 Creative ways to overcome challenges**

A number of strategies have been described under the three component headings above, which demonstrate the new approach to education service delivery to be adopted by MoE and its partners during the coming 5 years. Some of these are given greater prominence below:

##### **Teachers**

- Despite the huge expansion in teacher numbers over the last 15 years Afghanistan still suffers from a shortage of teachers, especially in rural areas. A solution to be piloted is to accept initial entry into the system of recruits who do not have the minimum required grade 14 education or have no formal training in pedagogy. The top graduates of grade 12 in rural areas will be given chance to apply for teaching positions in the local community and they will be at the same time enrolled in in-service teacher education program. They will work towards the necessary credential through an approved professional development plan. Participation in training workshops or packages may be granted credit towards the credential by the Equivalency Review Board.
- The Credentialing System is already in place but requires a structural plan with new policies, guidelines and procedures for coordination to be agreed between departments of academic supervision and teacher training. With support, roll-out will be managed by PEDs and DEDs under their supervision.



## Female teachers

- Girls often do not enrol or stop attending schools and other centres because of the lack of female teachers. MoE plans to adopt a “best available” strategy, especially for the recruitment of female teaching staff in rural areas.
- The “best available” strategy involves identifying women to work as teachers (e.g. in community-based schools) in under-served areas even if they do not meet the normal teacher recruitment criteria. If they commit to a programme of professional development as teachers or administrative staff the Ministry will support them, perhaps through stipends, to complete their secondary and higher secondary education and to complete in-service teacher training courses including through home-based learning packages.
- A further strategy to increase the number of female teachers in rural areas was discussed with MoWA during NESP III development. NESP III will pilot the use of incentives (such as housing, salary supplements, inclusion of family members, special security provisions, etc.) to encourage qualified female teachers from urban areas to relocate to under-served areas. Arrangements for support will be agreed with local communities and included within the pilot.
- The following table from the EJSR report 2015 summarises the female teacher proportion in all provinces.

Category	Province	Percentage	Provinces and their actual % of female teachers
40%-50%+	5	14%	Kabul city (74%), Nimroz (59%), Balkh (56%), Herat (52%), Jawzjan (44%)
30%-39%	9	26%	Farah (38%), Daikundi (35%), Sar e pul (33%), Faryab (33%), Badakhshan (33%), Kabul (33%), Takhar (32%), Samangan (30%), Kunduz (30%)
20%-29%	4	11%	Baghlan (27%), Panjshir (26%), Ghazni (25%), Bamyán (25%)
1%-19%	17	49%	Helmand (19%), Kapisa (18%), Kandahar (17%), Badghis (17%), Parwad (16%), Logar (14%), Nooristan (13%), Nangarhar (11%), Zabul (9%), Ghor (7%), Laghman (7%), Urozgan (6%), Wardak (6%), Paktia (5%), Kundar (5%), Khost (3%), Paktikta (1%)

Source: EMIS 2015

## Community Based Education

- CBE has proved a successful strategy for extending service delivery into remote areas including many sensitive to MoE penetration. NGO and community partners currently share responsibility for the provision of schooling to around 400,000 children annually.
- The challenge is now to build sustainable responsibility for this approach into the General Education system, through planning, reporting and allocation of agreed levels of resources. An approach already mentioned, will be to encourage teachers recruited without the required qualifications to move towards full certification through the Preliminary Credential system.

- Phased implementation of appropriate mechanisms for sensitive government management will be elaborated as a priority for NESP III. The ToR for CBE service provision will be developed by MoE and the same standard service will be provided by all implementing partners be they contracted by MoE or donors. A sustainable CBE unit cost has already been calculated and applied in the NESP III budget projections.

### **Early Childhood Education (ECE)/Pre-schooling**

- MoE will have limited resources for NESP III implementation. However, in recognition of the positive impact on enrolment and completion it plans to increase coordination and encouragement of partner support for pre-schooling. A significant focus will be on curriculum development for pre-schooling. As in other countries, this will be related to the grade 1 curriculum.
- Early childhood that will be a home-based learning program for children and mothers especially in remote and disadvantaged areas. There will be a gradual expansion of links between CBE and pre-schooling and numbers enrolled will be monitored.
- A new Early Childhood Development/Primary Education specialty diploma is planned for teaching the first three primary grades. Teachers with specialist instructional and developmental skills and understanding can have a positive impact on the dropout rate and ensure solid learning by lower primary children. Pre-school and early grade specialists will study early grade reading techniques and cross-cutting issues such as health, environment and gender equality.

### **Principals**

- NESP III envisages a greater role in local management of learning for school principals. Teacher professional development and certification through the new competency-based training curriculum and standards will be a requirement for principals as well as for teachers. Together with community support committees (shura) principals will be trained and supported in local school mapping, data collection and management, staff and facilities development and control, budget management related to grants for school development, and student learning assessment.
- In particular NESP III will increase the number of qualified females in administrative and leadership roles. A network of support for female administrators, beyond the current learning circles for principals will be implemented with strategies to increase the placement of females in administrative positions, and to ensure their success. Women interested in the role of principal will be given special training in educational leadership principles and practice.
- As part of the “Barrier-free School” initiative principals will lead teachers, parents, students, and other stakeholders in monitoring and reporting incidences of violation of the education code, codes of conduct for teachers and students, or other violations of children’s rights. Teachers will face job consequences if guilty of mistreatment of students. Bullying, discrimination, abuse and mistreatment of other students by peers will also be treated seriously.

### **Flexible use of resources**

- Current constraints on national resource allocations for education make it mandatory for NESP III “do more with less”. Demand for education and training are increasing and

provide the basis for stability and development. This situation will drive a number of innovative strategies and partnerships over the next 5 years:

- Provinces, districts and school communities will need to optimise the use of infrastructure and human resource to improve access to learning. They will need to ensure infrastructure is used flexibly by different learning programmes, e.g. for literacy courses and out-of-hours schooling for apprentices. General Education Schools, Community Schools and Teacher Training Colleges will be made available for Islamic Education, and mosques used as centres for literacy courses and pre-school classes.
- Similarly, teachers of general education and Mullah Imams of Mosques will be supported (through training and guide materials) to teach literacy courses and pre-school classes.
- Subjects currently taught separately may be integrated to use time more effectively, and show relationships such as in reading, writing, speaking, calligraphy integrated into one session that may be longer than one class period but shorter than the several otherwise required. Similarly, the sciences can be introduced in lower grades thematically rather than as separate disciplines. Maths can be re-enforced by finding its applications to many other subjects; similarly, reading is an essential skill in making math relevant to life problems and should be given attention when teaching math as a subject.
- Observers in classrooms report a severe waste of precious teaching time by practices that are inefficient. In recent teacher trainings, techniques are suggested for better use of time by more efficient attendance taking techniques, and techniques for collecting papers and recording homework results. Other teaching techniques that can be time-saving when teachers use them, and that are included in training materials, are ways of organizing groups (and individuals) for remaining on task while the teacher works with small groups or focuses on a special problem.
- The printing and distribution of millions of textbooks have not been carried out successfully over the last decade. Many pupils have never received their own set of textbooks to which they are entitled and parents have resorted to buying copies in local markets. Innovative strategies for improving textbook distribution are urgently needed. In addition to the piloting of electronic books described below MoE will also pilot systems where private publishers purchase copyright for textbooks from MoE and take commercial responsibility for printing and distribution. A related approach under consideration will be for schools to use vouchers, distributed by the Ministry, to buy books from local markets.

#### **Information and Communication Technology**

- MoE will further develop its relationship with the Ministry of Information, Communication and Technology to pilot the use of technology for both learning and reporting data throughout the education system. Afghan regions are increasingly effectively interconnected and local platforms as well as PPP agreements can contribute to lowering prices to affordable levels. Devices including smart phones, e-readers, MP3s and CDs can ensure continuity of learning and an awareness of the wider world even in highly insecure areas.

- School personnel records covering professional development, in-service training, attendance and performance can be exchanged electronically between schools, centres and DED/PED offices. Classroom observations and outcomes of observer (principal, supervisor, or mentor colleague) conferences with teachers including consensus on next steps for improvement can be shared and recorded between mentors and teaching staff.
- When printing, transport and distribution costs in general are considered it may even prove more cost effective, and certainly more educationally attractive, to load a set of textbooks into a low cost and “ruggedized” tablet than to distribute paper books. In principle corrections or updates for the books in a tablet can be downloaded relatively easily thus reducing the repeated cost of printing and transporting new editions.



## 6. Implementation arrangements

### 6.1 Annual Operational Plans and budgets

Implementation of NESP III will be undertaken within the existing framework of Operational Plans. In preparation the Department of Planning and Evaluation (DPE) will organize orientation training for MoE leadership and component directors at national and provincial levels. All Ministry staff will be oriented towards the new approaches and policy priorities in NESP III. Annual operational plans will focus more on annual output targets as set in the Monitoring matrix than on activities and training workshops and guidelines will be organized each year to ensure that all departments and staff members have clearly understood the tasks assigned to them.

Similarly, because this Plan is a more integrated and participatory undertaking than previous strategic plans, orientation will be held both jointly and separately with implementing partners in other ministries and with NGO/CSO and DPs. Heads of provincial and district education departments as well as the central departments will be responsible for taking ownership of the annual targets, and for organising their resources (staff and materials) towards achieving them. They will also be responsible for managing and oversight of any of the above group of partners who commit to shared implementation. PED/DED staff have also shared their ideas on drafts of NESP III at meetings and a workshop as an integral part of the preparation and of ownership promotion. At central level oversight of the planning process will be the role of the HRDB. After budget appropriation/approval by the Ministry of Finance, the national and provincial operational plans will be revised according to the allocated budget, and after approval of the minister, will be communicated to the authorities in central and provincial education departments.

### 6.2 MoE Institutional Reform

A major initiative which will shape both planning and implementation of this NESP III is the functional review and institutional reform, which the MoE will undertake. Early preparation has already begun in response to the President's call for a new approach to education service delivery. A re-division of mandates, tasks and functions forms the basis for re-thinking the roles of groups involved in Afghan education. An overview of the division of responsibilities is shown in the table below:

<b>MoE</b>	<b>Other Ministries</b>	<b>DPs/NGOs/CSO</b>	<b>Private Sector</b>
Education core functions	<i>Pre-service training (MoHE), School construction (through CDCs, MRRD, MoUD)</i>	<i>Facilitation, Service delivery, e.g. CBE</i>	<i>Service delivery e.g. School construction, textbook printing and distribution, skills training apprenticeships</i>

The roles of national and sub-national levels of the Ministry of Education are shown below also. NESP III will ensure these different levels of responsibility are understood and supported through HRD and capacity development initiatives, and reinforced with responsibilities for budget and for target achievement. Effective implementation of the strategic plan will depend on increased coordination among different departments in the centre and sub-

national offices and also between the MoE and implementing partners. MoE will be responsible for coordination through HRDB and the conduct of regular joint meetings.

<b>MoE Central level</b>	↑	<i>Policy, strategy, coordination, monitoring, evaluation, capacity development</i>
<b>PED</b>	↓	<i>Support, monitor/report, procurement/HRM/PFM, education component management</i>
<b>DED</b>	↑	<i>Support, monitor/report</i>
<b>Education centres</b>	↓	<i>Education service delivery to clients/students, contact with parents/communities</i>

### 6.3 Capacity Development

Following the functional review and approval of plans for re-structuring the Ministry of Education a phased programme of capacity development will be drawn up involving all levels and roles within central and decentralised departments. This will include teachers and instructors as well as managers and administrators and will link payroll, planning, staff and department functions and performance reporting, HR recruitment and management, capacity development, training and appraisal. In particular this will also cover the formal integration of NTA into the tashkil structure (with coordinated and transparent recruitment and support). While it is recognised that the CBR mechanism is not a long-term solution to the retention of human resource capacity in the Ministry, it presents a substantial improvement on previous fragmented and unaccountable initiatives, which often ran parallel to government systems and structures and for variable periods.

### 6.4 Responsibilities delegated to decentralised levels of MoE

Following from the definition of core and non-core mandate, the Ministry of Education will increase the responsibility and capacity of sub-national levels of administration and management including PED/DED and schools. As a result of recent training initiatives there is considerable, often under-used capacity at sub-national levels. Greater delegation, training and support will enable this capacity to be developed. The recruitment of greater capacity leadership in PEDs through the CBR programme has already been mentioned. Strengthened communication and coordination mechanisms between the central MoE and the DEDs/PEDs (and also between DEDs and PEDs) are also proposed, making use of ICT and improved monitoring tools.

Sub-national data collection and management in schools, Districts and Provinces will lead to analysis of education indicators and planning to address need. EMIS is established in PED offices and the capacity to develop and implement strategies to improve enrolment, reduce drop-out and ensure better completion rates, especially for girls and in under-served areas, will be strengthened. MoE will revise the ToRs and guidelines for school administrators and principals and monitor improvement against indicators for reporting to leadership and DPs.

School improvement planning will be supported through grants for approved categories of development spending, and the Citizens' Charter will provide a legal and visible framework for delivery of funds to civil society, and for coordination of community contributions to education support through school construction and other services. Accountability for funds and results will be to local communities and to DED and PED offices.

### **6.5 Synergy with other Ministries**

Similarly, MoE will ensure through clear legal frameworks what joint responsibilities operate with other Ministries to produce commonly agreed results. A core responsibility for MoE in the area of TVET development, for example, will be to agree a common strategy and set of targets for support to skills training with MoLSAMD. These relationships and responsibilities for achievement of targets are indicated in the Monitoring Matrix discussed below.

Over the last 5 years, infrastructure development and school construction have not expanded as rapidly and successfully as expected to respond to demand. Where policy decisions are taken to share responsibility in this area with other Government bodies and with communities MoE will set targets for production of detailed framework agreements followed by plans for completion of buildings against which local communities can hold ministries to account.

The Monitoring frameworks for joint operations will set clear priorities in the area of joint agreements and shared targets, which, at least initially, will be more important than direct implementation of training at department level. Reporting against targets will be rigorously enforced in a climate of accountability for results.

### **6.6 Role of Civil Society and NGOs**

The contribution of civil society and NGOs to expanded delivery of learning services over the last decade has been very substantial. It has been accompanied by the development, within MoE, of policies and strategic plans whose implementation has not yet been evenly applied or monitored. Moreover, a shared commitment to achieve key targets has not yet been fully developed and monitored.

The Ministry of Education is responsible for the delivery of General and Islamic Education programmes to all children of primary and secondary school age in Afghanistan, and for TVET and Literacy programmes for youth and adult learners. It provides these services alongside other Ministries (MoLSAMD, MoHE, etc.) and with communities, NGOs and DPs who have been responsible for extending core and additional services in areas MoE has found difficult to access and at levels of service or through programmes which MoE will find hard to sustain. There is a risk that standards or approaches deployed by different partners will not be compatible with each other, or that services will at some point be withdrawn when external funding is no longer available. This lack of sustainability and coherence emphasises the need for more time to be devoted to management and greater coordination. Moreover, current resource constraints increase the requirement for greater efficiency.

Under NESP III accountability for a common set of results will be held jointly by MoE and all partners, DPs, NGOs and civil society. This will entail agreement on funding norms and systems for implementation, as well as a more transparent reporting process both to local communities and to MoE leadership.

### **6.7 Role of the private sector**

Working with the private sector is not just a response to MoE's resource constraints. It is a recognition of the strategic advantage of the private sector in identifying skills priorities to meet demand. The private sector invests in training, through provision of by far the largest apprenticeship system in Afghanistan, for example, in order to expand its own business opportunities.

MoE will seek to leverage this self-interest on the part of the private sector to achieve its public sector targets with increased efficiency, i.e. faster and with fewer resources. Textbook provision, for example, is a process that has absorbed huge government and DP resources without satisfying demand, since the number of centrally produced textbooks that can be shown to have reached schools is disappointingly small. The market's interest in getting books to consumers will be exploited in pilot schemes to allow private sector publishing of approved titles for sale to schools. MoE will consider funding vouchers, which schools can use for book purchase, thus making private businesses responsible, in their own interest, for ensuring children have the necessary tools for learning.

As with other partnerships, MoE's role will be limited to setting up legal framework agreements, in pilots where necessary, and to monitoring results.

### **6.8 Role of Development Partners**

In NESP III MoE and the Government of Afghanistan will develop a more harmonised and transparent relationship based on mutual responsibility for meeting agreed targets. The movement from bi-lateral to multi-lateral funding will strengthen this, but will also demand greater commitment to the joint monitoring of results. A priority will, therefore, be to participatory planning, as has been demonstrated in the drafting of NESP III. To a greater degree than has been the case in the recent past, mutual and critical scrutiny of ToRs by MoE and DP colleagues will be the norm, with shared responsibility for interventions such as studies and evaluations and off-budget projects. Development partners and MoE will agree on a systematic process for project cycle management specially those managed through off-budget mechanisms. An MoU will be signed between local donors and MoE to support achievement of education sector plan objectives with greater alignment, harmonization and effectiveness of external aid.

Technical Assistants, where donor funded (i.e. long and short-term donor funded national staff as well as international consultants), will be subject to controlled management of agreed outputs. Performance will be monitored, where appropriate, in terms of building national capacity. Where NTA are supported through pooled funding mechanisms, such as the CBR reform programme, strict performance targets linked to reforms will be reported also.

### **6.9 Role of Parents and Community**

NESP III sets out to establish a different relationship between consumers (students, parents and communities) and providers of services. Not only will parents and communities be encouraged to share responsibility, within clear framework agreements (relating to the Citizens' Charter), for establishment and expansion of infrastructure and other elements of the education system, but MoE will support improved accountability systems with public disclosure of performance in terms which can be understood by parents. For example, the new codes of conduct will establish standards for behaviour in schools, which teachers, students, employees and parents will be informed of. The codes of conduct and ethics that apply to all will be impartially and systematically implemented to ensure accountability and ethical behaviour. At the school and community level it will be the responsibility of the school principal to engage with parents and community leaders and act as the link between local interests and government authorities.

The general increase in openness and accountability will be in the interest of achieving nationally significant targets with greater effectiveness and efficiency.

## 6.10 Risks and Risk Mitigation

The implementation of NESP III in Afghanistan is subject to serious safety and security risks that can compromise implementation on the one hand and monitoring and evaluation on the other. The operational and other risks arising from the reality of any fragile country experiencing ongoing conflict and major logistical challenges are well understood by all stakeholders. They inform what is and is not possible to accomplish. Rather than repeat the list of political, geographical and security constraints on implementation of NESP III this section presents an analysis of perceived overall risk to each strategy. Security threats and access difficulties as well as political tensions provide a background context where education service delivery may attract threats, but may also become a source of change.

It will be appreciated that there is a risk in attempting to carry out a strategy, such as improving local monitoring of out of school children, or more reliable assessment of student achievement. But there is also a risk of not attempting to address these systemic issues. The population may not welcome more objective and rigorous testing, but there is likely to be greater public dissatisfaction with unfair results or selection not based on merit. Moreover, unless education outreach and quality are improved, large areas of the country - and large cohorts of a predominantly young population – will be critically underserved and denied their right to education. This would have a profound effect on the overall economic development of the country, exacerbating inequalities and contributing to the perpetuation of peace and security issues.

Above all, it will be clear that risks apply differentially across Afghanistan. In some provinces capacity is greater and implementation challenges reduced. Access to some communities remains difficult and the situation will take time to improve. Successful implementation in early-adopting provinces may reduce risks in others, and NESP III transparent reporting will ensure widespread awareness of uptake. NESP III will make use of new technologies (ICT, smart phones, etc.) where possible to improve affordable coverage of services both for student learning and communication.

The Ministry of Education will continue to establish and strengthen school management shuras (SMS), to engage communities in school protection, support community-based education, and support education in emergencies in order to ensure children have access to education. Community Development Councils and their education sub-committees will serve as the local interface between the people and education service providers in establishing/strengthening mutual accountability, making education programs more relevant to local needs and mobilizing the local community's support for service delivery. Strengthening the ministry's systems and capacities, especially at local levels, will help mitigate these risks. It will be essential that centrally led, supply-side initiatives do not crowd out local demand-side support. Recording of contributions and providing an overall framework (for example, for early childhood or pre-school classes and for infrastructure) should add transparency and accountability, but not reduce the value of local input. Fortunately, MoE has benefited from considerable past experience in this area through major community mobilisation programmes. In most cases risk will be addressed through a number of contributing strategies either to reduce likelihood of occurrence or the negative effects of impact. Greater training, awareness campaigns and improved communication will be the most common mitigating strategy and are included frequently in the matrix below.



A common element to most NESP III strategies is the emphasis on females. MoE plans to increase the enrolment of girls through the provision of more female teachers, principals and administrative staff. In most positions in the Ministry women are under-represented. Achieving a greater balance will be challenging in some communities and may continue to limit enrolments at secondary levels for some time. Infrastructure (provision of toilets, boundary walls) and female teachers and principals can have an impact on successful expansion of education opportunity for girls. The introduction and expansion of provisions within the Citizen’s Charter will also serve to emphasise recognition and encouragement of all sections of society.

All aspects of NESP III implementation face the threat of government budget constraints. The unpredictability of external funding will have a negative impact on access to and quality of education. Greater efficiency and effectiveness of aid delivery will contribute considerably to reduction of the risk of slow delivery and the interruption of services. 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.

The fiduciary risk of inappropriate or misuse of funds provided for education has been the focus of a number of independent studies. Improvements have been called for in both government and development partner systems and practices<sup>25</sup>. While these risks to all NESP III strategies remain real they are also addressed broadly through a commitment to greater transparency and accountability in evidence-based equitable resource allocation, reporting results of all programme activity, and through the development of a specific anti-corruption strategy (see Policy Action Matrix Outcome ETM3).

### 6.10.1 Risk Matrix

In the Risk Matrix on the following pages the risks to all NESP III outcomes are assessed in terms of their likelihood and the potential impact of a threat occurring. The mitigation strategies envisaged are also shown. On the whole, apart from the underlying insecurity, the number of high risk or likely threats is not great. Only 6 out of 25 outcomes are considered to face the highest level of risk. 11 outcomes are assessed as low-level risk, and 8 face a medium risk. The Matrix summarises the primary risks to achieving the desired sector outcomes and the mitigation strategies planned to minimise the likelihood of these risks occurring. The severity of each risk has been assessed according to the likelihood of its occurring and the impact on achieving the long-term NESP III outcome if it does occur. The overall risk is then given a score from 1 to 5 with 5 as the most serious risk (and shown in red). The key below summarises the risks as presented in the Matrix:

Likelihood of occurring (L)	High	3	4	5
	Medium	2	3	4
	Low	1	2	3
		Low	Medium	High
Potential Impact (I)				

MoE will include risk rating after mitigation in the monitoring reports to allow for better understanding of the remaining risks.

<sup>25</sup> Vulnerability to Corruption Assessment (VCA) of the Education Quality Improvement Program (EQUIP) in the Ministry of Education, Independent Joint Anti-Corruption Monitoring and Evaluation Committee, Kabul, Nov 2015

### NESP III RISK MATRIX

Long-term Outcome	Identified Risk	Severity of Risk			Mitigation Strategy
		L	I	Overall	
QR1. The capacity of the education system to develop and monitor student attainment relevant to individual and social	The necessary organisational reforms related to sustainable curriculum development are institutionally or logistically not achieved	M	M	3	As with any major reform, leadership will play a critical role. Government and Ministry support and guidance will contribute to faster achievement of results., as well as appreciation of the advantages of change.
	The process of curriculum reform proceeds too slowly to achieve an impact on learners	M	M	3	Clear and transparent planning agreed between stakeholders (including Technical Advisors) will reduce uncertainty and focus on future opportunity. It will be important to set achievable targets that can be sustained by national staff and with national levels of funding.
	It is not possible to ensure an objective, reliable and easily manageable learning assessment system under current school and political conditions	M	H	5	Current instability and high value associated with success on tests (“high-stakes” exams) increase the likelihood and the potential negative impact of this risk. The likelihood is greater in conflict areas where confidence in central systems is low. Greater local coordination among principals, community leaders (SMS) and DED officials can reduce the likelihood of occurrence. The NESP III emphasis on transparency will also support this.
QR2. The capacity of schools/learning centres to promote student/learner attainment is improved	Insufficient numbers of quality textbooks reach students to improve learning achievement	M	H	4	Textbook production and distribution is a high-cost recurrent activity. Current constraints (resource, security, geographical) increase the risk of low distribution levels. Many strategies will contribute to risk reduction, including: Curriculum reform; Provision of support and resources to PED/DEDs; piloting printing and distribution by private sector publishers; piloting use of ITC and electronic books.
	ICT, science kits and other learning resources are not used appropriately to improve educational quality	L	M	2	Phased distribution linked to training and clear guidelines for local management responsibility will reduce risk. Use of learning resources will be expected to produce measurable results. SMT will include results-focused use of resources.
	Training of educators fails to translate into more effective teaching	M	M	3	Practical training linked to explicit teacher competencies will reduce this risk. Associated programmes (local awareness training; support from academic supervisors and trained principals) will ensure training is capitalised on.
	School principals do not effectively execute the new leadership and community mobilisation roles expected of them	L	M	2	SMT and other support for principals will mitigate this risk. In some areas the challenge is greater and specific strategies will be used to address these cases. Social mobilisation strategies, already in place, will be coordinated to support principals.

	The professional quality of teachers is not raised by the support and training offered and does not improve student achievement	L	M	2	INSET training and support from academic supervision and SMT-trained principals will reduce this risk. The central focus in NESP III on results and relevance will reinforce the need for teachers and schools to be responsible for student achievement.
	Schools and learning centres do not receive sufficient support to establish appropriate safe and conducive standards for learning	L	M	2	Logistical difficulties can increase the risk of support (material and technical) reaching schools and centres. National leadership and local mobilisation will help reduce the risk. Consistent messages relating to a vision of support for learning, building the future for young learners will reduce impact.
EA1. Increased equitable availability of responsive, safe and conducive learning and skills training opportunities	PED/DED staff capacity does not permit the development of feasible and coherent plans	M	M	3	Strategies will be deployed through NESP III and associated programmes (e.g. CBR) to raise local capacity. The decentralisation process will take time, but will be tracked through the NESP III monitoring system and additional support will be directed as needed through training and peer mentoring.
	MoE and DPs are unable to agree a sustainable level of support/unit costs for CBE/ALP pupils	L	M	2	This risk is perceived as low. NESP III has been developed with full participation from DPs, CSO and MoE staff. A determination to apply sustainable approaches is broadly agreed. More detailed negotiations and follow up monitoring and reporting will ensure the risk remains low. A transition period will allow phase in of a new harmonised cost and management framework.
	The level of support offered by MoE is not sufficient to attract sufficient female teachers to increase the number of girls in schools/centres	M	H	4	Differential levels of risk apply in different districts and communities. However, overall the likelihood of general and increasing uptake is assessed as reasonably good. Results from pilot studies and surveys support this. The importance of women will be a central message in all NESP III training and awareness-training activity, and will mitigate the risk. The impact of not achieving greater enrolments and completion for girls is serious, given the key role of women in social and economic development.
	Support offered to informal/formal private sector learners is not taken up by apprentices	L	M	2	The strategy involves a switch of focus from supply to response to demand-side needs. Given the support and preparation that has already taken place, and the well-established nature of skills training systems, the risk is regarded as low, though uptake may vary according to location and field. Training and additional support for TVET instructors will mitigate risk.

	Literacy programmes do not produce measurable improvements in national literacy rates	L	M	2	Curriculum revisions and training for instructors will address the likelihood of occurrence. Greater focus on results reporting and monitoring against national targets will support also as will coordination of inputs through local leadership. The social and economic impact of persistent low literacy is appreciated.
EA2. Increased community (and parent) commitment and	Community support for education does not result in improved learning achievement leading to employment	L	M	2	From experience, the likelihood of a general lack of support is regarded as low, though potential impact would be higher. It will require time for the provision of inputs to show results, and expectations will need to be managed through support for SMS, awareness-raising and SMT.
	Collection of contributions to education from local communities is seen as a form of central government revenue collection	M	H	4	Transparent accounting and reporting of local contributions against resources provided will reduce risk. Development of local capacity to manage and disseminate recorded support will play an important role, and is included in NESP III strategic planning.
ETM1. Improved institutional framework for education service delivery standards and	Institutional reforms are ineffective or disruptive and slow the pace of reform rather than increasing efficiencies	M	M	3	Major functional reforms will be supported through political leadership and transparent planning, as well as clear presentation of potential gains. Donor support will play a significant role. Expectations will be managed in view of possible delays in implementation. Risk will be mitigated through a broad approach to reform and consistent messages in NESP III.
	Bureaucratic reforms fail to translate into improved service delivery in schools	M	M	3	Capacity development at local levels will play an important role in risk reduction both of likelihood and impact. Differential levels of implementation are expected and performance will be monitored as critical mass is achieved. Training for PED/DED and principals, linked to CBR and other HR reforms will reinforce messages.
ETM2. Partnerships established with civil society, the private sector, and development partners	Partnership agreements do not result in greater efficiencies and more sustainable service delivery	M	L	2	Once established it is estimated that the risk of agreements having a negative impact is low. There is some likelihood that drafting and implementing agreements, as a relatively new strategy, will take time to be taken up widely. Early successes (e.g. reporting of local community contributions, the impact of ICT, successful piloting of private printing and distribution of textbooks) will demonstrate potential of this approach.
	Agreements are seen as intrusion by government into private social or economic activity and reduce rather than stimulate expanded opportunity	L	L	2	Risk is regarded as low. Support has established systems for local management and will be consolidated further by implementation of Citizen's Charter provisions. Awareness-raising and local capacity development linked to resource provision under NESP III will support.

ETM3. Resources (including human resources) are used effectively and accounted for transparently at all levels and	Custom and local conditions outweigh adherence to an objective national system	H	M	4	Differential perceptions of national reform programmes are expected to result in variable risk. Local capacity development, linked to transparent and reliable delivery of learning resources will reduce the likelihood of occurrence.
	There is insufficient confidence in reform to generate local demand for greater accountability and transparency	M	H	5	Risk will be mitigated through strong national and local leadership and consistent application of NESP III strategies and messages, disseminated through training programmes, etc. Local confidence in reforms will be increased iteratively as greater transparency and accountability are demonstrated.
	Human resource reforms are insufficiently linked to performance results and operate as an unsustainable form of salary supplementation	M	M	3	Rapid introduction of broad CBR-backed recruitment and reform programmes will reduce the risk that HR reforms reproduce past patterns of support. Ministry leadership and dissemination of early successes can support and increase momentum. The potential risk of low achievement is at least medium since MoE would lack sustainable capacity.
ETM4. Monitoring and evaluation that support decision-making strengthened	The collection of data for submission to central authority is regarded as a resource-consuming task which brings little local benefit	M	M	3	Introduction of ICT and local capacity development training and HR reforms can reduce likelihood and impact of this risk. Collection of manageable amounts of data through appropriate instruments will ensure local capacity to plan and act is not exceeded. Training and follow up support will reinforce local planning and implementation.
	DPs regard data collected by MoE as unreliable and operate parallel monitoring systems which waste resources and weaken MoE capacity	L	M	2	Strengthened partnership agreements form a basis of NESP III as well as a specific, monitored strategy. Project and programme design will reinforce international agreements to use common aligned host structures for data collection.
Underlying factors	Security situation deterioration in parts of the country negatively affect current service delivery model	M	L	2	Community participation will be strengthened in design and delivery of education, CDCs will be given greater role in delivery and monitoring of local education services, CBE and Mosque-based education will be expanded,
	Sufficient financial resources could not be pledged/allocated by government and DPs in due time to support attainment of targets	M	H	4	Revise regulation to allow cost-sharing, mobilize greater community contribution, more effective/prioritized use of development funding, adopting more cost effective service delivery models, expand private schools, encourage donors to complement government budget to education



### **6.10.2 Sector Monitoring**

Sector monitoring arrangements for NESP III will be based on achievement of annual targets as presented in the development budget, the Policy Action Matrix and, in particular, in the Monitoring Matrix which follows this section.

### **6.10.3 Monitoring Process**

Within MoE the monitoring function is carried out through Annual Plans, target setting, budget allocation and through a monitoring and evaluation process. Implementation reports present progress against targets and resource disbursement against budget allocations. These include DP resource provisions where these make use of off-budget contributions. As in previous years, an annual survey will be conducted by the Planning and Evaluation Department to capture data for analysis and reporting by EMIS. NESP III includes a provision (with related outcome and output targets) for strengthening the collection of data at school level, consolidating national, provincial and district processes and integrating information (on finance and on human resource management) within a single Information Management System.

The objective of this development is to increase the efficiency of MoE's management systems, reducing the barriers to integrated use of information, and also to facilitate management decision-making at both central and sub-national levels. It is acknowledged that, apart from issues of capacity, security and local sensitivities present barriers to collection and use of monitoring data. The strategy under NESP III to address these concerns will be to increase participation and transparent dissemination of information. The School Shuras will receive training in reviewing School Development Plans and provide inputs for addressing the local challenges, and also, jointly with school managements, conduct annual EJSR of school performance. The number of shuras actively conducting these reviews will be monitored and reported annually. The objective is to strengthen local decision-making in the interest of community goals. MoE will strengthen the national Citizen's Charter Programme objectives by aligning grant allocations with local and national programmes. As outlined above, and as explicitly presented in the budget and the Monitoring Matrix below, targets have been set for decentralised levels of MoE to draft, implement and monitor local planning based on information shared more effectively through the national monitoring system and EMIS. For example, a target has been included (under ETM4 in the Monitoring matrix below) to track dissemination of EMIS analytical reports annually to provinces, districts and schools.

MoE will continue systematically to collect data and information on (1) ordinary and development budget execution, (2) implementation of activities, and (3) achieving results according to the NESP III and the Operational Plans indicators. The collected data and information will be used for reporting to the cabinet, Parliament and to the public for the improvement of plan and policy implementation. In addition, the MoE will undertake evaluation through in-house and also jointly with national and international research organizations commissioned to conduct independent studies of policy, programme, and project implementation to ensure effective, efficient, and sustainable execution and to apply lessons learned for the improvement of MoE policies. The Ministry will seek to enhance its capacity for research and evaluation as part of its capacity development programme.

The Evaluation and Strategic Monitoring Directorate of the General Directorate of Planning and Evaluation will use the strategic Monitoring Matrix below to monitor trends in education

growth and expansion (using revised curriculum standards, the assessment results carried out by learning assessment and teacher education departments, etc.). Joint annual reviews will be organized to gauge improvements in effectiveness and efficiency of programme implementations. Third party external evaluations will be commissioned for more in-depth evaluation of specific program areas based on the annual EJSR meeting. MoE with DPs will develop and implement strategies for third party monitoring as needed whether this is in insecure areas or when third party assurance is required for specific cases (e.g. construction of schools, independent verification of EMIS data, etc.).

As indicated throughout this document, the private sector will have greater role in implementation of NESP III. Regulations governing operation of private schools will be revised to encourage and facilitate more private investment in education and simultaneously to introduce stricter M&E rules to ensure the quality of services are in compliance with set standards. An independent Directorate has been established to oversee private schools with the objective of improving coordination and management. In addition, there will be new initiatives to monitor the results of outsourcing school construction and textbook printing and distribution through the private sector

#### **6.10.4 Reporting**

In accordance with current practice, but subject to enhancement following the structural review and institutional reform findings, MoE will prepare annual and semi-annual reports, based on monitoring of operational plan implementation at central, provincial and district levels. The primary focus will be not on activity and budget disbursement, but on achievement of output targets. Based on lessons-learnt during the process, reporting procedures will be improved and guidance provided to staff at different levels. Capacity development of the staff on reporting and monitoring will remain a priority for DPE staff.

A focus for the strengthening of the reporting process will be the Annual Education Joint Sector Review. Under NESP III the Review will seek to become more participatory, involving stakeholders from central level and from provinces, districts and schools to ensure planning and reporting are based on realities as well as visions of an improved future. The HRDB and the JWG will act as coordinating mechanisms for government, NGO and DPs. They will provide forums for performance tracking and for assuming mutual responsibility for progress.

#### **6.10.5 Monitoring of Learning Outcomes**

Enhancement of education quality and relevance are priorities for NESP III, as demonstrated by the overall budget allocation and the monitoring indicators and targets. Two key strategies will be to strengthen the supervision system and also the system for assessment of student learning achievement. It is acknowledged that current arrangements do not yet provide reliable information on knowledge and skills acquired through education and training for parents, employers and students themselves. MoE needs this information also in order to assess the effectiveness of its programmes. To address this issue, a Learning Assessment Directorate has been established under the General Directorate of Academic Supervision with responsibility for monitoring learning outcomes. This department will work jointly with the Curriculum Department and with Teacher Education to design a framework and tools for assessment of student learning outcomes.

Establishment of a comprehensive assessment system has been initiated with the help of international experts. During the NESP III period the key criterion for strengthening this

system will be its sustainable use by MoE staff (and teachers). After further trialling, the integrated framework and tools for assessment of student learning outcomes will be deployed in phases across all schools and learning centres, and information on enhanced performance will be used to provide a renewed focus for subsequent quality and relevance improvement.

#### **6.10.6 Monitoring Teacher Performance**

Teacher performance, as a central element in education quality, will also be monitored under NESP III. The strategic plan includes several training programmes designed to add specific pedagogical competencies to the repertoire of teaching personnel. The academic supervision system will be strengthened to provide teachers with guidance and support, especially those recruits from rural areas whose qualifications are below required norms, but who are willing to follow an on-the-job professional development programme. Teacher education department will focus on credentialing of existing teachers. The results will indicate improvements in competencies of existing teachers and the rooms for improvement of teacher education programmes.

At the same time principals and district staff will be required to focus more on classroom observation and attendance of teaching staff. Absenteeism will be systematically reduced as support, training and materials are provided to improve education quality.

#### **6.10.7 Sector Monitoring Matrix**

The following pages present a comprehensive monitoring matrix with annual targets and indicators relating to the long-term outcomes set for NESP III. Figures are drawn from the ANPRO Simulation Model projections and from EMIS data presented at the EJSR 2016. The matrix also presents means of verification and responsibilities for reporting. These responsibilities will need to be reviewed following the functional analysis of MoE, and will need to form the basis of detailed training support for PED and DED staff who will have responsibility for implementation of many of the related programmes. NGO/CSO and DP partners will also need to share clear responsibilities for achievement of targets. In some cases, baselines have to be determined or are not yet available (for programmes that have yet to begin).

**SECTOR MONITORING MATRIX**

Long-term Outcome	Sector Outcome Indicators	Baseline	Targets					Means of Verification	Responsibility for reporting
			1396 (2017)	1397 (2018)	1398 (2019)	1399 (2020)	1400 (2021)		
QR1. The capacity of the education system to develop and monitor student attainment relevant to individual and social needs is improved	Percentage of Curriculum Framework developed/revised		IE	Grades 1, 4, 7, 10	Grades 2, 5, 8, 11	Grades 3, 6, 9, 12	TVET, Preschool	Progress Report	CD
	Percentage of National Standards for learning outcomes developed		25% TVET	GE, Lit	Pre-School	75% TVET	100% TVET	Progress Report	CD
	No of trained curriculum developers			25	75	75	25	Evaluation Report	CD
	No of trained members of science centre			40	40	40	80	Evaluation Report	SC
	Percentage of textbooks/guides revised	n.a.	Textbook titles: 25% Trs guides: 25%	Textbook titles: 50% Trs guides: 50%	Textbook titles: 100% Trs guides: 100%			EMIS annual report	Curriculum Dept. TED
	% national student learning assessment system developed	Baseline to be determined	50%	100%				Annual reports	DGE
	% of schools/centres where learning assessment is implemented	n.a.	10%	30%	70%	100%	100%	Annual reports	DGE
	% of schools with science laboratory (GE)	25.9% (2015)		40.7%			55.5%	EMIS annual report	DGE
	% of schools with ICT centre (GE)	0.5% (2015)		18.4%			36.3%	EMIS annual report	DGE
	% of schools with library (GE)	10% (2015)		23%			36%	EMIS annual report	
Ave. number of workshops per TVET school/institute	0.2		0.3			0.5	EMIS annual report		

QR2. The capacity of schools/learning centers to promote student/learner attainment is improved	Primary survival rate	M: 84.7% F: 84.2% (2010/11)	M:85.1% F: 84.8% (Projection)	M:85.4% F:85.1%	M:85.6% F:85.4%	M:85.8% F:85.7%	M:86.0% F:86.0%	ALCS Report	CSO
	Ave. Dropout rate GE (G1-G12)	M: 6.2% F: 5.9%	M: 6.1% F: 5.9%	M: 6% F: 5.9%	M: 5.9% F: 5.9%	M: 5.8% F: 5.9%	M: 5.7% F: 5.9%	EMIS annual report	DPE
	Ave. Repetition rate GE (G1-G12)	M: 15.8% F: 15%	M: 14.4% F: 14.0%	M: 13.7% F: 13.5%	M: 12.9% F: 13.0%	M: 12.2% F: 12.5%	M: 11.5% F: 12.0%	EMIS annual report	DPE
	Ave. Promotion rate GE (G1-G12)	M: 78% F: 79%	M: 78% F: 79.5%	M: 78% F: 80%	M: 78% F: 80.5%	M: 78% F: 81%	M: 78% F: 81.4%	EMIS annual report	DPE
	Number of credentialed teachers (GE)	n.a.	10,000	25,000	45,000	70,000	100,000	EMIS annual report	TED
	Schools with Principals trained on SMT courses	7,000 (EQUIP semi-annual report 2013)	9,000	12,000	15,000	18,000	22,000	EMIS annual report	HRD TED DGE
	Textbook to pupil ratio Primary	4.1		7			7	EMIS annual report	DPE
	Textbook to pupil ratio Lower Secondary	6.1		10			10	EMIS annual report	DPE
	Textbook to pupil ratio Upper Secondary	7.1		14			14	EMIS annual report	DPE
	Ratio of teacher's guides to teachers (GE)	5	6	6	7	7	8	EMIS annual report	Curriculum Dept.
% of fully credentialed principals	23%	33%	38%	44%	49%	54%	EMIS annual report	HRD, TED, DGE	
Total enrolment in pre-primary (public & private, 6 year olds)	30,993 F: 16,852 M: 14,141	40,532 F: 21,561 M: 18,971	50,083 F: 26, 274 M: 23,809	59,647 F: 30, 993 M: 28,654	69,224 F: 35, 718 M: 33,506	78,813 F: 40, 447 M: 38,366	EMIS annual report	DGE	



EA1. Increased equitable availability of responsive, safe and conducive learning and skills training opportunities	Number of children in CBE classes (000)	T: 333.8 (2015) F: 50% M: 50%	T: 366.9 F: 50% M: 50%	T:376.4 F:50% M:50%	T:399.3 F:50% M:50%	T: 443.5 F: 50% M: 50%	T:519.1 F:50% M:50%	EMIS annual report	DGE
	Primary GER (total enrolments)	112.4% M: 131.2% F: 92.7%	114.1% M: 131.3% F: 96.0%	116.6% M: 132.0% F: 100.5%	120.3% M:133.5% F: 106.4%	125.2% M: 136.0% F: 113.9%	131.6% M:139.6% F: 123.3%	EMIS annual report	DPE
	Primary (G1) intake rate	98.6% M:116% F: 80%	103% M:117.7% F:81.4%	106% M:118.3% F:82.0%	108% M:118.9% F:82.7%	110% M;119.6% F:83.3%	112% M:120.2% F:84%	EMIS annual report	DPE DGE
	Primary completion rate	50.2% M: 58.1% F: 40.3% (2013/14)	51.8% M:59.7% F: 42.7% (Projection)	52.6% M:60.5% F:43.8%	53.3% M:61.3% F:45.0%	54.1% M:62.1% F:46.2%	54.9% M:62.9% F:47.4%	ALCS Report 2013/14	CSO
	Lower Secondary GER (total enrolments)	71.2% M: 87.5% F: 54.0%	76.6% M: 92.3% F: 60.0%	82.5% M: 97.1% F: 67.2%	88.0% M: 100.9% F: 74.3%	92.4% M: 103.4% F: 80.9%	95.4% M: 104.1% F: 86.1%	EMIS annual report	DPE
	Upper Secondary GER (total enrolments)	44.1% M: 56.4% F: 31.0%	46.3% M: 58.0% F: 33.8%	49.4% M: 60.6% F: 37.6%	53.6% M: 64.4% F: 42.3%	59.0% M: 69.3% F: 48.3%	65.4% M: 74.6% F: 55.6%	EMIS annual report	DPE
	Basic Ed. GER (total enrolments)	98.6% M: 116.8% F: 79.4%	99.1% M: 117% F: 80.3%	99.4% M: 117% F: 80.9%	99.5% M: 117% F: 81.1%	99.4% M: 116.8% 81.1%	99.2% M: 116.5% F: 80.9%	EMIS annual report	DPE
	Basic Ed. NER	59.6% M:72.0% F:46.1%	63.1% M:75.2% F:49.9%	66.5% M: 78.5% F: 54.1%	69.4% M:80.8% F:57.5%	71.2% M:82.0% F:60.0%	71.8% M: 81.8% F: 61.3%	EMIS annual report	DPE
	Transition to Lower Secondary	96.5% M: 96.7% F: 95.9% (2013/14)	96.7% M:96.9% F:96.0% (Projection)	96.8% M:97.0% F:96.1%	96.9% M:97.0% F:96.2%	97.0% M:97.1% F:96.3%	97.1% M:97.2% F:96.3%	ALCS Report 2013/14	CSO

Gender parity index for Primary GER	0.67 (2015)	0.69	0.71	0.73	0.75	0.77	EMIS annual report	DPE
Gender parity index for Lower Secondary GER	0.57 (2015)	0.63	0.65	0.66	0.68	0.69	EMIS annual report	DPE
Gender parity index for Upper Secondary GER	0.52 (2015)	0.55	0.57	0.60	0.62	0.64	EMIS annual report	DPE
Total enrolment in TVET (000)	81.5 (2015)	82.4	94.0	109.0	127.7	153.6	EMIS annual report	DM TVET
% female enrolment in TVET	17.1% (2015)	18.9%	20.7%	22.4%	24.2%	25.9%	EMIS annual report	DM TVET
% of classrooms used for double shift (GE)	47.3% (2015)	48.7%	49.4%	50.1%	50.8%	51.5%	EMIS annual report	DGE
% of classrooms used for triple shift (GE)	10.6% (2015)	9.2%	8.5%	7.8%	7.1%	6.4%	EMIS annual report	DGE
% of female teachers in GE	33.3% (2015)	35.1%	36.5%	37.9%	39.3%	40.7%	EMIS annual report	TED
Number of female teachers recruited (all programmes)	205,185	219,000	226,000	233,000	240,000	247,000	EMIS annual report	TED
Pupil/classroom ratio	89.8	87.5	84.7	81.9	79.3	76.3	EMIS annual report	DGE
% of classes in tents, non-owned or without facilities (GE)	23.3% (2015)		18.6%			14%	EMIS annual report	DGE
Number of literacy learners (000)	404.4 F: 53.9%	300.0 F: 56.2%	315.0 F: 57.5%	330.0 F: 58.7%	347.0 F: 60.0%	365.0 F: 60.0%	Annual reports	DM Lit
% of literacy course graduates	T: 55% (est.) F: 54%	T: 57.0% F: 56.0%	T: 59.0% F: 58.0%	T: 61.0% F: 59.0%	T: 63.0% F: 60.0%	T: 65% F: 60.0%	Annual reports	DM Lit
Textbooks to be distributed (GE)	12,819,279	15,874,502	12,110,762	12,797,912	13,216,777	13,354,957	Annual reports	DPub

	Textbooks to be distributed (IE)	732	838	604	600	600	604	Annual reports	DPub
	Textbooks to be distributed (TVET)	470	581	441	468	485	492	Annual reports	DPub
	% of literacy centres benefit from new learning materials	n.a.	10%	10%	80%	100%			
EA2. Increased community (and parent) commitment and participation in education including TVET	Number of schools with trained School Management Shura	GE: 657 IE: 217 TVET: TBD	GE: +2.000 IE: +100 TVET: +50	GE: +5.000 IE: +250 TVET: +100	GE: +8,000 IE: +450 TVET: +150	GE: +11,000 IE: +700 TVET: 250	GE: +15,000 IE: +1,000 TVET: +300	EMIS annual report	DSMS
	Number of districts covered by mobilisation/ awareness programmes	43/10%	120/28%	196/46%	273/64%	350/82%	427/100%	EMIS annual report	DSMS
	Number of schools/ centres with Ed. in Emergencies programmes	Baseline to be determined	GE: +2.000 IE: +100 TVET: +50	GE: +5.000 IE: +250 TVET: +100	GE: +8,000 IE: +450 TVET: +150	GE: +11,000 IE: +700 TVET: 250	GE: +15,000 IE: +1,000 TVET: +300	EMIS annual report	DGE DPE
	Number of active School Management Shura	Total: 7,234 out of 14,684 (EQUIP report 2015)	Total: 8,609 Out of 15,274	Total: 9,480 Out of 16,001	Total: 10,395 Out of 16,733	Total: 11,356 Out of 17,470	Total: 11,838 Out of 18,212	Annual Reports	DSMS
ETM1. Improved institutional framework for education service delivery standards and responsibilities	Education policy development process & guidelines	Baseline to be determined	100%					Annual Reports	Minister/DMs
	% of MoE revised functional review framework completed	10%	50%	100%				Annual Reports	Minister/DMs DPE, HRM
	% of MoE Depts. with clear responsibilities and operational procedures	10%	20%	40%	70%	100%		Annual Reports	Minister/DMs DPE, HRM
ETM2. Partnerships established	% of legislation/ regulation for partnership agreement protocols completed	20%	50%	100%				EMIS annual report	DPE

with civil society, the private sector, and development partners	% of CSOs, private organisations, DPs operating with signed partnership protocols	CSOs: 10% PS: 5% DPs: 25%	CSOs: 40% PS: 25% DPs: 40%	CSOs: 70% PS: 50% DPs: 70%	CSOs: 100% PS: 100% DPs: 100%			EMIS annual report	DPE
ETM3. Resources (including human resources) are used effectively and accounted for transparently at all levels and anti-corruption improved within the MoE	% of system for equitable allocation of resources developed and approved	20%	100%					EMIS annual report	DPE DFin
	Number of provinces using new results/norm based systems for annual planning	Baseline to be determined	15	25	35			EMIS annual report	DPE DFin
	Number of provinces applying equitable per student allocations of budget	Baseline to be determined	15	25	35			EMIS annual report	DPE DFin
	% of revised HRMIS system fully functioning	10%	40%	80%	100%			Annual staff reports	HRM
	% of HR assessment and capacity development plan approved	10%	100%					Annual Reports	HRM DPE
	% of (externally funded) NTA fully integrated into tashkil system	25%	75%	100%				Annual staff reports	HRM DPE
	Number of MoE staff with completed MA	Baseline to be determined	+250	+375	+400	+325	+300	Annual staff reports	HRM
	Percentage of MoE staff at all levels with skills matching functional ToRs	Baseline to be determined	25%	50%	100%			Annual staff reports	HRM AFMIS
	% of new transparency, accountability, and anti-corruption system adopted	Baseline to be determined	100%					Annual Reports	Minister/DMs DPE, HRM

	Annual/Bi-annual audits completed	National Commission	National Commission	National Commission 3rd Party Audit	National Commission 3rd Party Audit	National Commission 3rd Party Audit	National Commission 3rd Party Audit	Audit reports	Internal Audit Dept.
	Number of schools, DEDs, PEDs with public notice boards showing up-to-date accounts, plans, etc.	Schools: TBD DEDs: TBD PEDs: TBD	Schools: TBD DEDs: TBD PEDs: TBD	Schools: TBD DEDs: TBD PEDs: TBD	Schools: TBD DEDs: TBD PEDs: TBD	Schools: TBD DEDs: TBD PEDs: TBD	Schools: TBD DEDs: TBD PEDs: TBD	EMIS annual report	DGE DSMS
ETM4. Monitoring and evaluation that support decision-making strengthened	Number of participants at Education Annual Joint Sector Reviews from MoE (incl. provinces), other Ministries, DPs, CSOs, etc.	MoE: 20 Other Ministries: 2 DPs: 10 CSOs: 2	MoE: 30 Other Ministries: 5 DPs: 15 CSOs: 5	MoE: 40 Other Ministries: 5 DPs: 20 CSOs: 10	MoE: 50 Other Ministries: 5 DPs: 20 CSOs: 10	MoE: 60 Other Ministries: 5 DPs: 20 CSOs: 10	MoE: 70 Other Ministries: 10 DPs: 20 CSOs: 15	EJSR workshop report	DPE
	Percentage of schools with school maps	Baseline to be determined		50%	70%	100%		EMIS annual report	DPE GE (Ac. Sp)
	No of school Shuras that conduct annual EJSR at school level	Baseline to be determined	5,000	6,500	8,000	10,000	11,500	EMIS annual report	DGE DPE
	Number of OOS children identified by Province, District	Disaggregated baseline suggests 3.5m total	To be determined	To be determined	To be determined	To be determined	To be determined	EMIS annual report	DGE DPE
	Number of DEDs using ICT to collect/manage/ report data	Baseline to be determined	50%	70%	100%			EMIS annual report	DPE
	Percentage of PEDs regularly submitting reports via ICT	Baseline to be determined	75%	100%				EMIS annual report	DPE
	Number of fully trained Academic Supervisors	500	1000	2000	3000	4000	5000	EMIS annual report	DGE (Acad. Supervision)



	% of schools receiving at least one visit p.a.	Baseline to be determined			100%				DGE (Acad. Supervision)
	% of EMIS fully integrated with HRMIS	10%	20%	50%	100%			Annual Reports	HRM DPE
	% schools, districts & provinces receiving EMIS & budget reports	Schools: % Districts: % Provinces: %	Schools: 5% Districts: 5% Provinces: 70%	Schools: 10% Districts: 20% Provinces: 100%	Schools: 20% Districts: 50% Provinces: 100%	Schools: 40% Districts: 70% Provinces: 100%	Schools: 70% Districts: 90% Provinces: 100%	EMIS annual report	DPE

A schoolgirl sits on the steps outside her classroom  
Finbarr O'Reilly, REUTERS, 2009



## 7. Resources needed: How to make means meet the ends

### 7.1 Cost and finance of the Plan

\Achieving the educational goals of NESP III by 1400 (2021) and addressing the challenges presented by the difficult security situation will be costly. As outlined above, demand for education services continues to expand and is increasingly focused on improvements in the quality and relevance of education. Private sector enterprises of all sizes, as well as families and students, are concerned to see investments in education related to greater employment opportunity and economic growth.

Education is a key government priority. In 1394 (2015) it accounted for 14.1% of total government expenditure (excluding debt service), and 3.7% of GDP. Overall, 15.5% of recurrent expenditure was spent on the education sector and 10.3 % of government development expenditure.<sup>26</sup>

Over the last 5 years with the expansion of education services, new enrolments, teacher recruitment and training, official expenditure in the education sector has increased from 32.8 billion Afs to 44.4 billion Afs. By far the largest portion of this has gone to the recurrent budget (83.4%), which covers wages and salaries (over 93% in 2016). As noted earlier, teacher numbers have increased even though they have not kept pace with student numbers, resulting in an increase in pupil teacher ratios. Goods and services and the purchase of assets (a small nominal allocation) account for the remaining 7%.

In 2016 the projected overall composition of the education budget is expected to be 64.5% for operating costs, and 35.5% for development. In recent years, the recurrent budget allocation has consistently been almost completely utilized, while development budget expenditure has remained at around only 50%. This lower expenditure rate has been attributed to over optimistic planning of development projects, contracting and implementation capacity constraints, and the large carry forward of unspent development funds programmed in each previous year. MoE is determined to improve efficient disbursement of the development budget with the assistance of its DPs. Greater long-term budget predictability, associated with more realistic planning, will assist in achieving this objective, as will greater transparency and the growing capacity of government management systems.

The initial indicative total allocations (projections) to budget categories for NESP III from 2017 to 2021 (64.5% Operating, 35.5% Development) are shown in the first table below:

<b>Total Budget (Million Afs)</b>							
<b>Budget Categories</b>	<b>1935 Projected</b>	<b>1396 Estimate</b>	<b>1397 Estimate</b>	<b>1398 Estimate</b>	<b>1399 Estimate</b>	<b>1400 Estimate</b>	<b>Total 1396-1400</b>
Operating Budget	31,187	33,639	16,175	38,836	41,624	44,545	<b>194,818</b>
Development Budget	16,147	16,002	19,971	22,317	23,467	25,560	<b>107,318</b>
<b>Grand Total</b>	<b>47,334</b>	<b>49,641</b>	<b>56,146</b>	<b>61,153</b>	<b>65,091</b>	<b>70,105</b>	<b>302,136</b>

<sup>26</sup> Note: In this section “education” and “education sector” figures refer to several agencies/ministries, not only MoE

## 7.2 Development Budget

Afghanistan's domestic revenue has increased, though it has not reduced the country's heavy reliance on external support. Education service delivery through MoE and by outside sources is dependent on a high level of official development assistance (ODA), which is used to fund the MoE development budget, part of the operating budget and off-budget project interventions.

The government of Afghanistan is not able 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 NESP III's objectives and, eventually, SDG goals. The three main components of NESP III are Quality, Access and Management (in that order of priority). Budget allocations (indicative percentages) for each component are 66.3%, 23.7% and 10% respectively for the 5-year plan. In US\$ (Millions) the amounts are \$1062.55, \$379.76 and \$159.46 (total: \$1601.76). The annual breakdown is shown in the tables below:

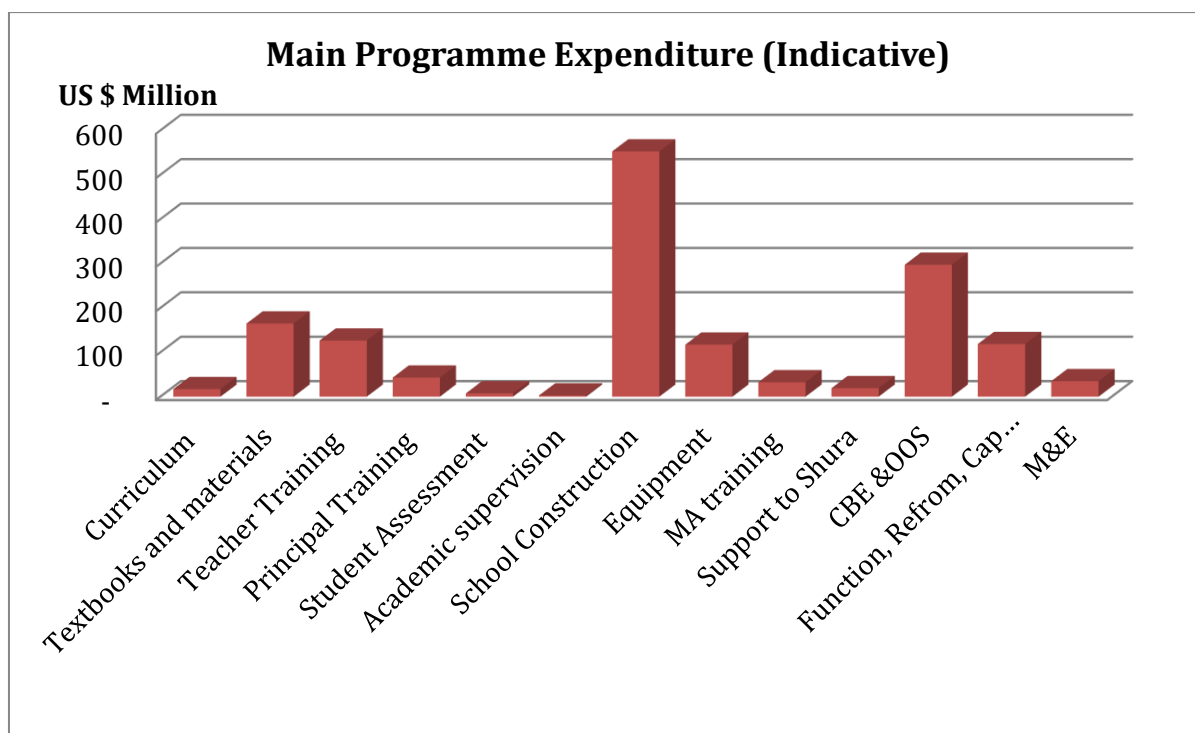
Development Budget Composition						
Development Budget Cost Categories	1396 Estimate	1397 Estimate	1398 Estimate	1399 Estimate	1400 Estimate	Total 1396-1400
Quality and Relevance	57.8%	63.8%	67.3%	68.4%	70.9%	<b>66.3%</b>
Equitable Access	26.9%	24.5%	22.7%	23.4%	22.3%	<b>23.7%</b>
Management	15.3%	11.7%	10.0%	8.3%	6.8%	<b>10.0%</b>
Grand Total	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

Development Budget (million US\$)						
Development Budget Cost Categories	1396 Estimate	1397 Estimate	1398 Estimate	1399 Estimate	1400 Estimate	Total 1396-1400
Quality and Relevance	138.07	190.17	224.32	239.44	270.55	<b>1062.55</b>
Equitable Access	64.23	72.92	75.55	81.87	85.18	<b>379.76</b>
Management	36.54	34.99	33.22	28.94	25.77	<b>159.46</b>
Grand Total	<b>238.83</b>	<b>298.07</b>	<b>333.10</b>	<b>350.26</b>	<b>381.50</b>	<b>1601.76</b>

Targets for NESP III were calculated on the basis of extensive discussions with DPs and GoIRA leadership, especially within MoE over several months. The iterative process produced and submitted several drafts for broad consultation and comment. Key criteria included Ministry capacity, feasibility given the underlying fragility of the country and the likely availability of resources. Quantifying all indicative outcomes was not straightforward, which increased the value and importance of the iterative and participatory process.

The major cost items calculated for the development budget include construction of education institutions/schools (Lines QR 1.24, 2.3 and 3.7 in the budget summary below) and education quality programmes including the CBE and OOS programmes (EA 1.1 and 1.3), curriculum reforms (QR 1.1, 1.4, 1.6, 3.1 and 4.1) and teacher training activities (QR 1.10 – 1.14, etc.). The cost of equipment (which includes science labs, computers and workshop equipment for TVET schools listed in lines 1.25, 2.4 and 3.8) and the functional reforms, covering capacity development and reformed use of NTA (ETM 1.1, 1.4, 1.6 and 1.7) are the next largest indicative items that cannot be covered through the ordinary budget at this stage. The chart below presents an overview of projected spending on development under NESP III:





Based on budget figures from the summary below

The development budget normally includes both on and off budget funding. Under past strategic plans projectisation of donor inputs outside the aligned and harmonised management process has reduced efficiency and long-term sustainability. The intention of MoE and DPs is that NESP III will cover all programmes and budget inputs, and that joint overall management will share responsibility for monitoring performance.

### 7.3 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.

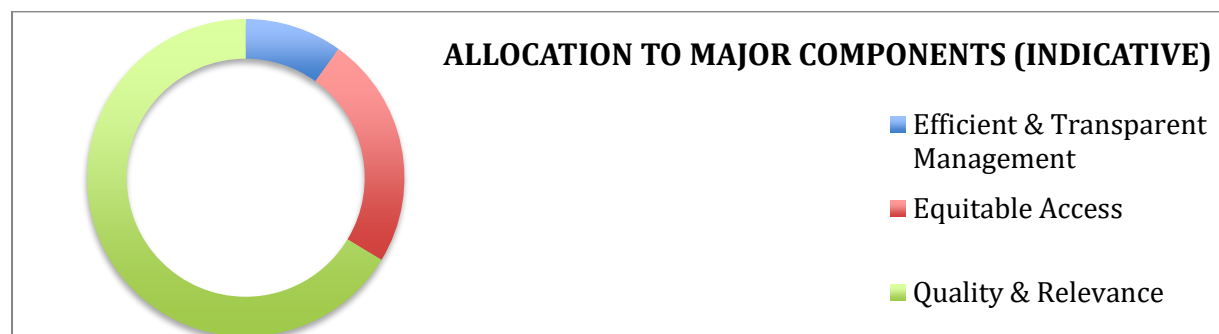
The execution rate of the operating budget has in most years been successful as the civil servants managing the programme and finances are familiar with the government ordinary budget system. A lack of alignment of development budget financial and procurement systems with Afghanistan's government systems has been a major contributing factor to slow disbursement of development budget allocations. NESP III will improve on disbursement rates and harmonised monitoring through better programme design, coordinated programme funding and joint accountability

Operating Budget Composition							
Operating (Recurrent) Budget Cost Categories	1935 Projected	1396 Estimate	1397 Estimate	1398 Estimate	1399 Estimate	1400 Estimate	Total 1396-1400
Salary and benefits	93.3%	72.7%	92.0%	91.3%	90.5%	89.8%	<b>91.2%</b>
Goods and services	6.6%	7.2%	7.9%	8.7%	9.4%	10.2%	<b>8.8%</b>
Acquisition of asset	0.1%	0.1%	0.1%	0.1%	0.1%	0.1%	<b>0.1%</b>
Grand Total	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>



## 7.4 Financing

The estimated financing requirement to implement NESP III, including the annual operating expenses has been presented to the Ministry's development partners. The breakdown of operating categories follows previous and accepted practice. The development budget requirement is summarised above and presented in detail in subsequent pages.



<b>Efficient &amp; Transparent Management</b>	159,455,146
<b>Equitable Access</b>	379,759,417
<b>Quality &amp; Relevance</b>	1,062,545,329

The total budget financing requirement for the three NESP III components is shown in the table and diagram above.

The ESA points out that the government medium term fiscal framework (MTFF) projections for the economy are tight, and for the education sector to 1398 (2019) suggest a relatively unchanged financial allocation. With development partner funding (including off-budget), it is expected that DP support will be lower than existing levels. The following table, included in the ESA is taken from MoF published projections for education expenditure to 1399/2020.

Billion Afs	1395	1396	1397	1398	1399
	2016	2017	2018	2019	2020
<b>Revenue and Grants (Public Resources)</b>	<b>418.70</b>	<b>441.90</b>	<b>396.10</b>	<b>398.90</b>	<b>398.00</b>
- Domestic Revenue	117.10	127.60	136.10	147.30	59.00
- Grants	301.60	314.30	260.00	251.60	239.00
<b>Government Expenditure</b>	<b>461.80</b>	<b>429.40</b>	<b>444.10</b>	<b>458.75</b>	<b>475.00</b>
<b>Recurrent Expenditure</b>	<b>283.30</b>	<b>302.90</b>	<b>318.60</b>	<b>339.45</b>	<b>360.00</b>
<b>Development Expenditure</b>	<b>178.50</b>	<b>126.50</b>	<b>125.50</b>	<b>119.30</b>	<b>115.00</b>
- External	175.50	126.50	125.50	119.00	0.00
- Net Lending	0.00	0.00	0.00	0.00	0.00
- Deficit Including Grants	-43.10	12.50	-48.00	-59.85	-77.00
- Deficit Excluding Grants	-166.20	-175.30	-182.50	-192.15	-201.00
<b>Education Sector Expenditure (MTFF)</b>	<b>59.60</b>	<b>54.70</b>	<b>56.00</b>	<b>57.20</b>	<b>59.60</b>
- % Annual Increase	34.3%	-8.2%	2.4%	2.1%	4.2%
<b>% of total government expenditure</b>	<b>12.9%</b>	<b>12.7%</b>	<b>12.6%</b>	<b>12.5%</b>	<b>12.5%</b>
<b>MoE and MoHE (96% of expenditure)</b>	<b>57.22</b>	<b>52.51</b>	<b>53.76</b>	<b>54.91</b>	<b>57.22</b>
<b>MoE (80.6% of total sector)</b>	<b>48.04</b>	<b>44.09</b>	<b>45.14</b>	<b>46.10</b>	<b>48.04</b>
<b>MoHE (15.4% of total sector)</b>	<b>9.18</b>	<b>8.42</b>	<b>8.62</b>	<b>8.81</b>	<b>9.18</b>

Source: MOF – MTFF December 2015

Using the MoF MTFF resource projection for the education sector 1395-1399 (2016-2020), the analysis indicates over the period 1395-1399 (2016 to 2020) unit recurrent costs (at school level) for general education, teacher training, TVET and higher education will decrease by between 16 and 22%. Such a reduction will impact on service quality, limit funds for material, operations and maintenance non-salary services and result in larger Pupil Teacher Ratios (PTR).

While opportunities exist to improve performance and efficiency in MOE, the level of unit cost saving required to operate with the MTFF fiscal boundary will be difficult to achieve. This emphasises the need for greater prioritization, cost effectiveness and an efficiency review to assess alternate, more cost effective delivery modalities. The greater engagement of private sector partners for cost sharing of some services and low cost private schooling, other Ministries delivering education services and community involvement have all been covered in NESP III strategic planning and discussed above. It is important for the donors to closely monitor the economic situation of Afghanistan, be aware of the risks of decrease in government budget allocation to education and complement government resources allocated to education. Given the education is the largest service delivery sector in Afghanistan and provides permanent jobs to 264 thousand jobs with a potential to expand employment opportunities for women, MoF should gradually increase allocation to education to cater for increased enrolment, or at worst case scenario at least protect, the current very low budget allocation.

Donor contributions to NESP III have not yet been committed. Allocations for a three-year period are expected to be made in November 2016 and available funds released on an annual basis. Based on past experience, the MoE has made the following estimate of donor funding that may be available in support of education. MoE and DPs will agree on a reporting mechanism under HRDB through which donors will provide updates biannual on their off-budget allocations to education.

Classroom construction, as the largest item in the budget, has attracted most discussion. Current capacity has not allowed the building of classrooms and schools (including boundary walls, administrative offices and latrines, etc.) to keep pace with available budget funds let alone with demand. NESP III will make use of new construction channels (e.g. through MoUD, MoRRD and through communities supported by Citizen's Charter provisions). However, disbursement of this budget remains most challenging. New approaches to textbook printing and distribution will be piloted under NESP III's quality priorities, and will seek to test more sustainable and effective methods of getting books into schools.

Capacity development objectives, which cover both MA course provision and NTA deployment, have been outlined above and will be addressed in detail following MoE's functional review and restructuring and under the comprehensive capacity development programme. As indicated Master's level training will be offered in work-related areas and on a strictly selective basis. The Ministry is urgently seeking to raise its capacity to manage operations and to develop tashkil capacity in specialist technical areas rather than for more general academic purposes.

### **7.5 Simulation modelling of NESP III**

As part of the process of NESP III preparation, including the identification of policy priority outcomes and targets, a financial simulation model was developed and used as a tool for estimating resource requirements and planning financing arrangements. The methodology

for simulation modelling in preparation of NESP III followed best international practices. Simulation has the following benefits:

- It ensures consistency between the costs of projection components across the education system. Thanks to the built-in linkages, variations in one element lead to associated changes in all the other elements.
- Calculations are made easier and faster with worksheet software that automates them by means of logical formulas.
- It ensures a sector-wide vision, as it is able to connect and link all sub-levels and programmes that comprise the education system<sup>27</sup>.
- It has a unique capacity to try out rapidly several scenarios and choices, enabling policy makers to decide on trade-offs and leading to a reference scenario.

It is also noted, however, that simulation modelling has a strong bias towards quantitative aspects of the Plan. In other words, while the resources needed (funds, classrooms, teachers, etc.) to realise various options are contrasted very clearly, the model does not consider qualitative advantages. This bias has been compensated for by the narrative text of the Plan and the Policy Action Matrix (PAM), which presents a more nuanced analysis of priorities. In particular, a mix of simulation data, capacity and priorities were used, for example, in setting qualitative targets for the Monitoring Matrix as explained above.

The simulation model used for NESP III development (referred to as the “Afghanistan ANPRO Model”) captured and projected all major elements on which the education system operates. The main components included for tracking through NESP III are presented in the Monitoring Matrix. Some analysis is given below:

A) Enrolment projections: Based on school-age population projections (5 to 24 years of age), on which targeted admission and flow rates across the grades are applied. They were incorporated for each sub-level, disaggregated by gender. Overall the total enrolment in all sublevels is projected to increase from 9.2 million students in 1394 to 9.7 million in 1396, and 11.4 million in 1400. Basic Education (grades 1 to 9) will increase from 8 to 9.9 million students.

B) Resource requirement projections: Teaching and non-teaching staff, classrooms and laboratories, as well as textbooks and teaching guides were derived from enrolment projections using targeted resource use ratios, such as the pupil-class ratio or the percentage of classrooms in double/triple shifts. Based on those ratios, the model shows that the above enrolment increases will require—among other resources for GE—the construction of 17,000 new classrooms, the recruitment of 58,000 teachers and the distribution of 268 million textbooks and teacher guides.

The teacher training programme will allow 100,000 teachers to be credentialed through the new system, while 175,000 others will go through in-service programs (INSETs) and 33,000 school managers will be trained through SMTs (School Management Training programme).

C) Costing of resource requirements: This was done on the basis of known unit costs, such as the average cost of constructing a classroom, the unit cost for textbook purchase and distribution, teacher salaries, etc. These resource costs were compared to the expected

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<sup>27</sup> Note: Higher Education was not included in this exercise

financial allocations from MoF as indicated in the MTFF as well as expected grants from DPs, showing the resulting funding gaps.

The official MTFF was used as the main source of estimation of financial capacity. The total allocation to MoE from 1396 to 1400<sup>28</sup> is estimated at 236.4 billion Afg, of which 150.4bn is for Operating and 86.0 for Development. However, a substantial part of education expenditure is normally covered by ODA grants, part of which goes through the Government budget. The New GoIRA policy is for an increasing proportion of grants to be on-budget.

Projections for ODA grants in support of NESP III are based on estimates. A conservative assumption is that off-budget grants for education amount to the equivalent of 80% of the Government development allocation to MoE, i.e. 68.8 bn Afg for the NESP III period (\$1.03bn USD).

Comparing the two sources (Government and off-budget grants) to the planned expenditures shown above, it is found that a funding gap of 55.7bn Afg—or 18% of the total allocation (national and international)—will run throughout the plan period. It is noted that the funding gap will not be uniform across the period, running negative the first two years and then rising considerably.

A funding gap of 18% is within manageable uncertainties, especially if due account is taken of the new pledges that will be made in Brussels conference and that of MoE initiatives to use funding resources from other than education widows i.e. funding from Telecom Development Fund for activities related to ICT in education, etc. The gap is considered reasonable and was obtained by considering several scenarios and discussion of options by MoE and DPs. A number of trade-offs were made between the desirable targets on the one hand and financial and capacity constraints on the other.

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<sup>28</sup> The allocation for 1400 was extrapolated from estimates of total government spending as a proportion of GDP

**Key cost and financing indicators (amounts in Afghanis)**

The figures shown in the table focus on the NESP III period (1396-1400). Other years to 1409 can be found in the Model

<b>Indicators</b>	<b>1394 (2015)</b>	<b>1395 (2016)</b>	<b>1396 (2017)</b>	<b>1397 (2018)</b>	<b>1398 (2019)</b>	<b>1399 (2020)</b>	<b>1400 (2021)</b>
Total MoE recurrent expenditure (million Afg)	30,411	31,187	33,680	36,220	38,883	41,675	44,599
% Wages and salaries	92.0%	93.0%	92.7%	92.0%	91.3%	90.5%	89.8%
MoE Development expenditure (million Afg)	5,873	16,178	16,002	19,971	22,317	23,467	25,560
Nominal GDP (billion Afg)	1,210.9	1,370.6	1,555.9	1,754.1	1,977.5	2,229.4	2,513.4
Government recurrent expenditure (% GDP)	19.4%	20.1%	19.6%	18.4%	18.4%	18.4%	18.4%
Government development expenditure (% GDP)	6.9%	12.3%	7.5%	6.6%	6.6%	6.6%	6.6%
MoE recurrent expenditure (% Government recurrent)	12.9%	11.3%	9.9%	9.4%	9.2%	9.0%	9.0%
MoE development expenditure (% Government development)	7.1%	9.6%	9.6%	9.6%	9.7%	9.7%	9.7%
MoE recurrent allocation (million Afg)	30,411	31,187	30,260	30,362	33,599	37,012	41,727
MoE development allocation (million Afg)	16,505	16,178	1,400	1,112	1,303	1,469	1,665
MoE Off-Budget grants (% of development expenditure)	36.1%	36.6%	71.4%	62.2%	61.4%	60.8%	70.00%
MoE Off-Budget grants (million Afg)	9,329	9,329	9,329	9,329	9,329	9,329	9,329
<b>MoE Funding Gap excluding Off-Budget grants (million Afg)</b>			<b>14,751</b>	<b>19,336</b>	<b>21,782</b>	<b>22,105</b>	<b>24,431</b>
<b>MoE Funding Gap including Off-Budget grants (million Afg)</b>			<b>5,422</b>	<b>10,007</b>	<b>12,453</b>	<b>12,776</b>	<b>15,102</b>
<b>MoE Funding Gap including Off-Budget grants (% of allocation)</b>			<b>10.9%</b>	<b>17.8%</b>	<b>20.3%</b>	<b>19.6%</b>	<b>21.5%</b>
<b>Funding gap over the plan period (1396-1400)</b>					<b>18.0%</b>		



## ANNEXES

### Annex 1 - Development Budget (US\$)

S No	NESP III ACTIVITIES	Unit cost US\$	Cost USD					
		1395 (2016)	1396 (2017)	1397 (2018)	1398 (2019)	1399 (2020)	1400 (2021)	Total
			238,832,250	298,074,800	333,095,957	350,258,177	381,498,708	1,601,759,892
<b>QUALITY AND RELEVANCE</b>			<b>138,066,500</b>	<b>190,166,250</b>	<b>224,322,885</b>	<b>239,441,130</b>	<b>270,548,563</b>	<b>1,062,545,329</b>
<b>1</b>	<b>General Education</b>		<b>101,884,250</b>	<b>149,341,625</b>	<b>173,152,528</b>	<b>201,823,709</b>	<b>233,102,389</b>	<b>859,304,500</b>
1.1	Curriculum Reform standard, framework syllabi		1,500,000	1,500,000	1,000,000	-	-	4,000,000
1.2	Textbooks and teachers guide material developed/revised		1,000,000	1,500,000	1,500,000	1,000,000	300,000	5,300,000
1.3	Text books teachers, teacher guide printed and distributed	0.5	23,625,000	27,562,500	30,677,063	33,426,422	36,374,025	151,665,009
1.4	Competency of curriculum staff developed (MA in curriculum Development)	17,000	446,250	937,125	983,981	516,590	-	2,883,946
1.5	Turn the curriculum textbooks into interactive and visual content		500,000	1,000,000	600,000	600,000	300,000	3,000,000
1.6	Curriculum Reform standard, framework syllabi TED		500,000	-	-	-	-	500,000
1.7	Textbooks and teachers guide material developed/revised TED		300,000	700,000		-	-	1,000,000
1.8	Text books teachers, teacher guide printed and distributed TED	0.9	236,250	248,063	260,466	273,489	287,163	1,305,430
1.9	Credential framework for teachers	500,000	525,000	-	-	-	-	525,000
1.10	Teacher credentialing /certification	250	2,625,000	4,134,375	5,788,125	7,596,914	9,572,112	29,716,526
1.11	Accredit TTCs (Including the TTC development plan)	55,000	115,500	606,375	636,694	802,234	561,564	2,722,367
1.12	In-service diploma course (Regional allowance, incentive for female teacher)	400	4,200,000	6,615,000	9,261,000	12,155,063	15,315,379	47,546,441

1.13	INSET's	180	3,780,000	5,953,500	7,293,038	8,751,645	11,486,534	37,264,717
1.14	Pre-service diploma for female	700	735,000	1,157,625	1,215,506	1,276,282	1,340,096	5,724,508
1.15	credentialing framework for school's principles developed		300,000	-	-	-	-	300,000
1.16	SMTs	425	1,338,750	2,811,375	2,951,944	4,132,721	5,424,197	16,658,987
1.17	School development plans developed/implemented	1,200	2,520,000	3,969,000	4,167,450	4,375,823	6,126,152	21,158,424
1.18	MA program for TTC instructors	17,000	1,785,000	2,811,375	2,951,944	2,066,361	2,169,679	11,784,358
1.19	Standards/guideline for academic supervision		200,000	100,000	-	-	-	300,000
1.20	MA for Academic supervisor	17,000	446,250	1,405,688	1,967,963	2,066,361	2,169,679	8,055,939
1.21	short term professional development course for academic supervisors s	450	236,250	496,125	520,931	546,978	574,327	2,374,611
1.22	National framework and guideline for learning assessment developed		1,000,000	500,000	200,000	200,000	200,000	2,100,000
1.23	Learning Assessment	900,000	945,000	992,250	1,041,863	1,093,956	1,148,653	5,221,722
1.24	School construction (classrooms)	20,000	42,000,000	66,150,000	81,033,750	97,240,500	114,865,341	401,289,591
1.25	Equip schools with Science and Computer lab	30,000	9,450,000	16,537,500	17,364,375	21,879,113	22,973,068	88,204,056
1.26	Support and enhance school health	1,500,000	1,575,000	1,653,750	1,736,438	1,823,259	1,914,422	8,702,869
<b>2</b>	<b>Islamic Education</b>		<b>13,031,000</b>	<b>13,572,550</b>	<b>18,896,135</b>	<b>22,219,454</b>	<b>25,882,990</b>	<b>93,602,129</b>
2.1	Text books teachers, teacher guide printed and distributed	1.2	756,000	793,800	902,948	948,095	995,500	4,396,342
2.2	Credential framework for teachers		200,000	100,000	50,000	-	-	350,000
2.3	School construction (classrooms)	20,000	10,500,000	11,025,000	16,206,750	19,448,100	22,973,068	80,152,918
2.4	Equip schools with Science and Computer lab	30,000	1,575,000	1,653,750	1,736,438	1,823,259	1,914,422	8,702,869
<b>3</b>	<b>TVET</b>		<b>21,921,250</b>	<b>26,424,425</b>	<b>31,410,189</b>	<b>14,522,803</b>	<b>10,644,262</b>	<b>104,922,929</b>
3.1	Curriculum Reform standard, framework syllabi		500,000	500,000	200,000	-	-	1,200,000
3.2	Textbooks and teachers guide material developed/revised		200,000	300,000	300,000	300,000	300,000	1,400,000
3.3	Text books teachers, teacher guide printed and distributed	1.2	630,000	661,500	694,575	729,304	765,769	3,481,148

3.4	Credential framework for teachers (including piloted test)		300,000	300,000	100,000	50,000	-	750,000
3.5	INSET's	450	236,250	297,675	364,652	437,582	516,894	1,853,053
3.6	School development plans developed/implemented	12,000	630,000	661,500	1,389,150	1,458,608	765,769	4,905,026
3.7	School construction (classrooms)	30,000	15,750,000	19,845,000	24,310,125	7,293,038	3,828,845	71,027,007
3.8	Equip schools with lab and workshops	70,000	3,675,000	3,858,750	4,051,688	4,254,272	4,466,985	20,306,695
<b>4</b>	<b>Literacy</b>		<b>1,230,000</b>	<b>827,650</b>	<b>864,033</b>	<b>875,165</b>	<b>918,923</b>	<b>4,715,770</b>
4.1	Curriculum Reform standard, framework syllabi		200,000	-	-	-	-	200,000
4.2	Textbooks and teachers guide material developed/revised		100,000	50,000	50,000	-	-	200,000
4.3	Text books teachers, teacher guide printed and distributed	1.2	630,000	727,650	764,033	875,165	918,923	3,915,770
4.4	Turn the curriculum textbooks into interactive and visual content		100,000	50,000	50,000	-	-	200,000
4.5	National framework and guideline for learning assessment developed		200,000	-	-	-	-	200,000
<b>EQUITABLE ACCESS</b>			<b>64,230,750</b>	<b>72,920,550</b>	<b>75,554,147</b>	<b>81,874,201</b>	<b>85,179,770</b>	<b>379,759,417</b>
<b>1</b>	<b>General Education</b>		<b>55,673,250</b>	<b>60,572,550</b>	<b>59,636,803</b>	<b>62,000,673</b>	<b>61,121,862</b>	<b>299,005,139</b>
1.1	out of school children survey	400,000	420,000	441,000	463,050	486,203	510,513	2,320,765
1.2	District educational development plan Developed /updated	5,000	1,916,250	-	2,112,666	-	-	4,028,916
1.3	Establish /support CBE ALP	80	46,200,000	48,510,000	41,674,500	43,758,225	40,841,010	220,983,735
1.4	Relocation/recruitment of local female teachers	1,440	1,512,000	4,762,800	8,334,900	10,501,974	11,027,073	36,138,747
1.5	Community mobilization/ awareness program	500,000	525,000	551,250	578,813	607,753	638,141	2,900,956
1.6	Establish and train school shura	1,000	2,100,000	3,307,500	3,472,875	3,646,519	5,105,126	17,632,020
	Education in emergency (supply, support cost, etc.)		3,000,000	3,000,000	3,000,000	3,000,000	3,000,000	15,000,000
<b>2</b>	<b>Islamic Education</b>		<b>105,000</b>	<b>165,375</b>	<b>231,525</b>	<b>303,877</b>	<b>382,884</b>	<b>1,188,661</b>
2.1	Establish and train school shura	1,000	105,000	165,375	231,525	303,877	382,884	1,188,661

<b>3</b>	<b>TVET</b>		<b>2,152,500</b>	<b>5,567,625</b>	<b>8,740,069</b>	<b>12,276,613</b>	<b>16,017,334</b>	<b>44,754,140</b>
3.1	Establish and train school shura	1,000	52,500	55,125	57,881	121,551	63,814	350,871
3.2	Support apprentice for skills (number of students)	500	2,100,000	5,512,500	8,682,188	12,155,063	15,953,520	44,403,270
<b>4</b>	<b>Literacy</b>		<b>6,300,000</b>	<b>6,615,000</b>	<b>6,945,750</b>	<b>7,293,038</b>	<b>7,657,689</b>	<b>34,811,477</b>
4.1	Establish/run literacy course	60	6,300,000	6,615,000	6,945,750	7,293,038	7,657,689	34,811,477
<b>EFFICIENT AND TRANSPARENT MANAGEMENT</b>			<b>36,535,000</b>	<b>34,988,000</b>	<b>33,218,925</b>	<b>28,942,846</b>	<b>25,770,375</b>	<b>159,455,146</b>
1.1	MoE institutional reorganization Results-based institutional framework and organizational structure with defined core functions and competencies developed	4,500,000	4,725,000	3,000,000	500,000	-	-	8,225,000
1.2	Protocols for partnership and outsourcing	1,000,000	1,000,000	1,000,000	-	-	-	2,000,000
1.3	Result-based/norm-based system of resource allocations for equitable service delivery implemented	1,200,000	1,260,000	1,323,000	1,389,150	1,458,608	1,531,538	6,962,295
1.4	Competent human resources to effectively plan, manage, and deliver results assessment and capacity development plan	5,000,000	1,200,000	500,000	500,000			2,200,000
1.5	MA in Education leadership	17,000	1,785,000	1,874,250	1,967,963	2,066,361	2,169,679	9,863,252
1.6	Diploma/short-term training courses	2,000	1,680,000	1,764,000	1,852,200	1,944,810	2,042,051	9,283,061
1.7	National TA	18,000	17,010,000	17,860,500	16,669,800	17,503,290	13,783,841	82,827,431
1.8	Transparency, accountability, and anti-corruption systems for resource management adopted	1,000,000	1,050,000	500,000	500,000	500,000	500,000	3,050,000
1.9	Effective and integrated monitoring and evaluation system implemented (Integration and expansion of EMIS, automation of administrative system and process, equip office, data collection and monitoring and reviews and evaluation)	4,500,000	4,725,000	4,961,250	5,209,313	5,469,778	5,743,267	26,108,608
1.10	Vehicles for monitoring and supervision	20,000	2,100,000	2,205,000	4,630,500	-	-	8,935,500

## Annex 2 - Ordinary Budget (Afs)

<b>General Education</b>						
<b>Table 2: Analysis of Staff Costs</b>	<b>1396 Estimate</b>	<b>1397 Estimate</b>	<b>1398 Estimate</b>	<b>1399 Estimate</b>	<b>1400 Estimate</b>	<b>Total for 5 years</b>
Operating Budget Wages & Salaries						
<i>Teaching Staff:</i>						
Current Staff	<b>19,051,479,480</b>	<b>19,794,375,480</b>	<b>20,537,271,480</b>	<b>21,280,167,480</b>	<b>22,023,063,480</b>	102,686,357,400
Current Staff step promotion salary increase	<b>646,251,000</b>	<b>1,342,902,000</b>	<b>2,089,953,000</b>	<b>2,887,404,000</b>	<b>3,735,255,000</b>	10,701,765,000
				0	0	
Additional Recruitment	<b>806,400,000</b>	<b>806,400,000</b>	<b>806,400,000</b>	<b>806,400,000</b>	<b>806,400,000</b>	4,032,000,000
Other benefits (% of salary)	<b>5,404,395,516</b>	<b>5,783,825,473</b>	<b>6,176,539,658</b>	<b>6,582,538,071</b>	<b>7,001,820,710</b>	30,949,119,429
<b>Sub-Total Teaching Staff Costs</b>	<b>25,908,525,996</b>	<b>27,727,502,953</b>	<b>29,610,164,138</b>	<b>31,556,509,551</b>	<b>33,566,539,190</b>	<b>148,369,241,829</b>
<i>Non-Teaching Staff:</i>						
Administrative staff	<b>1,597,328,862</b>	<b>1,646,473,662</b>	<b>1,695,618,462</b>	<b>1,744,763,262</b>	<b>1,793,908,062</b>	8,478,092,310
Support staff	<b>2,271,299,520</b>	<b>2,354,291,520</b>	<b>2,437,283,520</b>	<b>2,520,275,520</b>	<b>2,603,267,520</b>	12,186,417,600
Current Staff step promotion salary increase						
Administrative staff	<b>31,202,400</b>	<b>64,324,800</b>	<b>99,367,200</b>	<b>136,329,600</b>	<b>175,212,000</b>	506,436,000
Support staff	<b>42,693,600</b>	<b>88,507,200</b>	<b>137,440,800</b>	<b>189,494,400</b>	<b>244,668,000</b>	702,804,000
Additional Recruitment	<b>117,240,000</b>	<b>117,240,000</b>	<b>117,240,000</b>	<b>117,240,000</b>	<b>117,240,000</b>	586,200,000
Admin staff	<b>34,560,000</b>	<b>34,560,000</b>	<b>34,560,000</b>	<b>34,560,000</b>	<b>34,560,000</b>	172,800,000
Support staff	<b>82,680,000</b>	<b>82,680,000</b>	<b>82,680,000</b>	<b>82,680,000</b>	<b>82,680,000</b>	413,400,000
Other benefits (% of salary)	<b>1,265,515,288</b>	<b>1,331,311,189</b>	<b>1,398,678,165</b>	<b>1,467,616,218</b>	<b>1,538,125,346</b>	7,001,246,205
<b>Sub-Total Non-Teaching Staff Costs</b>	<b>5,325,279,670</b>	<b>5,602,148,371</b>	<b>5,885,628,147</b>	<b>6,175,719,000</b>	<b>6,472,420,928</b>	<b>29,461,196,115</b>
<b>Sub-Total Operating Budget Wages &amp; Salaries</b>	<b>31,233,805,666</b>	<b>33,329,651,324</b>	<b>35,495,792,286</b>	<b>37,732,228,550</b>	<b>40,038,960,118</b>	<b>177,830,437,944</b>



### Annex 3 – Monitoring Framework for Quality and Relevance

Component:		1. QUALITY AND RELEVANCE						
Long-term Outcome	Intermediate Outcome	Aggregated outputs	Policy Actions/Targets <sup>29</sup>					Cost (US\$)
			1396 (2017)	1397 (2018)	1398 (2019)	1399 (2020)	1400 (2021)	
QR1. The capacity of the education system to develop and monitor student attainment relevant to individual and social needs is improved	1.1 Reformed curriculum for all education programmes at all levels	1.1.1 National standards for learning outcomes for all grades in GE in line with international standards.	National standards for all grades in GE set					1,000,000
		1.1.2 New curriculum for GE based on national standards and competencies	50% of new curriculum and syllabi for GE developed	50% of new curriculum and syllabi for GE developed		Further revision of new curriculum and syllabi for GE developed		3,000,000
		1.1.3. Revised framework, syllabi and curriculum standards for TVET.	TVET revision procedures and standards set 50% of new curriculum and syllabi for TVET developed	50% of new curriculum and syllabi for TVET developed				1,200,000
		1.1.4 New curriculum for adult literacy is produced.	National standards for all literacy courses set 100% of new curriculum for adult literacy developed					200,000  200,000

<sup>29</sup> Targets shown are not cumulative, i.e. numbers refer to annual activity

		1.1.5 New national curriculum used in preschool.	100% of new pre-school curriculum formulated					Included in 1.1.1/1.1.2
		1.1.6 Competencies of curriculum developers and materials writers enhanced.	25 Curriculum developers trained	50 Curriculum developers trained	50 Curriculum developers trained	25 Curriculum developers trained		2,883,946
1.2 Quality textbooks and materials used in schools and learning centres		1.2.1 GE textbooks, guides, etc. revised, printed distributed on time and used.	45m textbooks printed, distributed and used in schools/learning centres	50m textbooks printed, distributed and used in schools/learning centres	53m textbooks printed, distributed and used in schools/learning centres	55m textbooks printed, distributed and used in schools/learning centres	57m textbooks printed, distributed and used in schools/learning centres	151,665,009
		1.2.2 IE textbooks, guides, etc. revised, printed distributed on time and used.	600,000 textbooks printed, distributed and used in schools/learning centres	600,000 textbooks printed, distributed and used in schools/learning centres	600,000 textbooks printed, distributed and used in schools/learning centres	600,000 textbooks printed, distributed and used in schools/learning centres	600,000 textbooks printed, distributed and used in schools/learning centres	4,396,342
		1.2.3 TVET textbooks guides, etc. revised, printed distributed on time and used.	500,000 textbooks printed, distributed and used in schools/learning centres	500,000 textbooks printed, distributed and used in schools/learning centres	500,000 textbooks printed, distributed and used in schools/learning centres	500,000 textbooks printed, distributed and used in schools/learning centres	500,000 textbooks printed, distributed and used in schools/learning centres	3,481,148
		1.2.4 Literacy textbooks, guides, etc. revised, printed distributed on time and used.	500,000 textbooks printed, distributed and used in	500,000 textbooks printed, distributed and	500,000 textbooks printed, distributed and	500,000 textbooks printed, distributed and used in	500,000 textbooks printed, distributed and	500,000 textbooks printed, distributed and

			schools/learning centres	used in schools/learning centres	used in schools/learning centres	schools/learning centres	used in schools/learning centres	
	1.3 Student learning assessment system developed and implemented	1.3.1 Learning Assessment Framework for Afghanistan (NAFA) developed in line with standards and competencies defined in curriculum framework	National framework and guideline developed for GE and literacy					2,100,000 200,000
			National learning assessment conducted	National learning assessment conducted	National learning assessment conducted	National learning assessment conducted	National learning assessment conducted	2,610,861
QR2. The capacity of schools/learning centres to promote student/learner attainment is improved	2.1 Teachers and educators better qualified, certified, and deployed according to national standards and regulations	2.1.1 New competency-based training curriculum developed	Training curriculum standards, framework and syllabi developed					500,000
		2.1.2 Textbooks and teachers' guide materials developed/revised		Teachers' guide materials revised				1,000,000
		2.1.3 Textbooks, teachers' guides and materials used by teachers	250,000 textbooks, teachers' guides and materials printed and distributed	250,000 textbooks, teachers' guides and materials printed and distributed	250,000 textbooks, teachers' guides and materials printed and distributed	250,000 textbooks, teachers' guides and materials printed and distributed	250,000 textbooks, teachers' guides and materials printed and distributed	1,305,430
		2.1.4 Teacher credentialing framework developed and used for GE, IE and TVET teachers.	Credentialing framework developed for GE, IE and TVET 10,000 teachers credentialed	15,000 teachers credentialed	20,000 teachers credentialed	25,000 teachers credentialed	30,000 teachers credentialed	525,000
								29,716,526

		2.1.5 TTCs and programmes meet standards required for institutional accreditation and teacher certification	2 institutions accredited	10 institutions accredited	10 institutions accredited	12 institutions accredited	8 institutions accredited	2,722,367
		2.1.6 Teachers trained on In-service diploma courses	10,000 teachers trained	15,000 teachers trained	20,000 teachers trained	25,000 teachers trained	30,000 teachers trained	47,546,441
		2.1.7 GE teachers trained on short in-service courses	1,000 teachers trained	1,500 teachers trained	1,500 teachers trained	1,500 teachers trained	1,500 teachers trained	37,264,717
		2.1.8 TVET teachers trained on short in-service courses	500 teachers trained	600 teachers trained	700 teachers trained	800 teachers trained	900 teachers trained	1,853,053
		2.1.9 Teachers (female) trained on Pre-service courses	1,000 teachers trained	1,500 teachers trained	1,500 teachers trained	1,500 teachers trained	1,500 teachers trained	5,724,508
		2.1.10 TTC instructors trained to MA level	100 instructors trained	150 instructors trained	150 instructors trained	100 instructors trained	100 instructors trained	11,784,358
	2.2 Principals ensure the school is inclusive, safe and conducive to learning and positive social relations with the participation of stakeholders	2.2.1 Credentialing framework for school principals developed	Framework developed					300,000
		2.2.2 School principals qualified through SMT professional development	2,000 principals qualified	3,000 principals qualified	3,000 principals qualified	3,000 principals qualified	4,000 principals qualified	7,493,609
		2.2.3 School/ TVET centre development plans implemented with participation of teachers, students, and school shuras.	2,000 school plans developed and implemented	3,000 plans developed and implemented	3,000 plans developed and implemented	3,000 plans developed and implemented	4,000 plans developed and implemented	21,158,424
			50 TVET centre plans developed and implemented	50 TVET centre plans developed and implemented	100 TVET centre plans developed and implemented	100 TVET centre plans developed and implemented	100 TVET centre plans developed and implemented	4,905,026

	2.3 Support to teachers and their accountability improved	2.3.1 Improved standards/guidelines for GE academic supervisors developed	New guidelines approved and disseminated					300,000
		2.3.2 Academic supervisors trained to support teachers in schools	25 Supervisors trained on MA courses	75 Supervisors trained on MA courses	100 Supervisors trained on MA courses	100 Supervisors trained on MA courses	100 Supervisors trained on MA courses	8,055,939
			500 Supervisors trained on short-term professional development courses	1,000 Supervisors trained on short-term professional development courses	1,000 Supervisors trained on short-term professional development courses	1,000 Supervisors trained on short-term professional development courses	1,000 Supervisors trained on short-term professional development courses	2,374,611
	2.4 Schools and learning centres satisfy standards as safe and conducive to learning	2.4.1 School construction for GE, IE, TVET	4,000 GE classrooms constructed	4,000 GE classrooms constructed	4,000 GE classrooms constructed	4,000 GE classrooms constructed	4,000 GE classrooms constructed	464,153,025
			500 IE classrooms constructed	500 IE classrooms constructed	700 IE classrooms constructed	800 IE classrooms constructed	900 IE classrooms constructed	80,152,918
		500 TVET classrooms constructed	500 TVET classrooms constructed	700 TVET classrooms constructed	200 TVET classrooms constructed	100 TVET classrooms constructed	71,027,007	
	2.4.2 School/centre health programmes developed and implemented	Plan for programme development established Programme implemented in 10% of schools/learning centres	Programme implemented in 25% of schools/learning centres	Programme implemented in 50% of schools/learning centres	Programme implemented in 75% of schools/learning centres	Programme implemented in 100% of schools/learning centres	8,702,869	



#### Annex 4 – Monitoring Framework for Equitable Access

Component:		2. EQUITABLE ACCESS						
Long-term Outcome	Intermediate Outcome	Aggregated outputs	Policy Actions/Targets					Cost (US\$)
			1396 (2017)	1397 (2018)	1398 (2019)	1399 (2020)	1400 (2021)	
EA1. Increased equitable availability of responsive, safe and conducive learning and skills training opportunities	1.1 Provincial/district plans for schools/ learning centres/ TVET centres drafted based on local needs	1.1.1 Local school mapping of school-age learners and youth showing Out-of-school (OOS)	School principals conduct local school survey	School principals conduct local school survey	School principals conduct local school survey	School principals conduct local school survey	School principals conduct local school survey	2,320,765
		1.1.2 District education development plans created/updated based on local needs	365 plans created/updated		365 plans created/updated			4,028,916
	1.2 Establish and support CBE and ALP programmes	1.2.1 Sustainable national strategies for CBE reviewed and implemented	550,000 students educated in CBE schools	550,000 students educated in CBE schools	450,000 students educated in CBE schools	450,000 students educated in CBE schools	400,000 students educated in CBE schools	220,2983,735
		1.2.2 Needs-based expansion of national CBE strategy implemented						
	1.3 Increased deployment of female teachers in all areas, especially rural	1.3.1 System for employment and development of teachers through “best available” female teachers in rural areas developed and implemented	1,000 female teachers relocated or locally recruited/supported	3,000 female teachers relocated or locally recruited/supported	5,000 female teachers relocated or locally recruited/supported	6,000 female teachers relocated or locally recruited/supported	6,000 female teachers relocated or locally recruited/supported	36,138,747
1.4 TVET training and support meeting private sector need	1.4.1 Increased number of apprentices enrolled in TVET programmes	4,000 apprentices enrolled	10,000 apprentices enrolled	15,000 apprentices enrolled	20,000 apprentices enrolled	25,000 apprentices enrolled	44,403,270	

	1.5 Literacy programmes contribute to lower national illiteracy rates	1.5.1 Establish/run literacy courses with recorded graduation results	100,000 graduates successfully complete courses	100,000 graduates successfully complete courses	100,000 graduates successfully complete courses	100,000 graduates successfully complete courses	100,000 graduates successfully complete courses	34,811,477
EA2. Increased community (and parent) commitment and participation in education including TVET	2.1 School/ learner centre shuras actively engaged in support for education and skills learning	2.1.1 School Management Shura established and trained for GE, IE, TVET (+ Ed. in Emergencies)	2,000 GE shura trained 100 IE shura trained 50 TVET shura trained	3,000 GE shura trained 150 IE shura trained 50 TVET shura trained	3,000 GE shura trained 200 IE shura trained 50 TVET shura trained	3,000 GE shura trained 250 IE shura trained 100 TVET shura trained	4,000 GE shura trained 300 IE shura trained 50 TVET shura trained	17,632,020 1,188,661 350,871 (+Ed. in E. 15,000,000)
		2.1.2 Community mobilisation and awareness programmes conducted	1 programme conducted	1 programme conducted	1 programme conducted	1 programme conducted	1 programme conducted	2,900,956
		2.1.3 Number of active School Management Shura	Total: 8,609 Out of 15,274	Total: 9,480 Out of 16,001	Total: 10,395 Out of 16,733	Total: 11,356 Out of 17,470	Total: 11,838 Out of 18,212	(See 2.1.1 above)
		2.1.4 Voluntary financial and in kind contributions to education by community	Demand side targets					

## Annex 5 – Monitoring Framework for Efficient and Transparent Management

Component:		3. EFFICIENT AND TRANSPARENT MANAGEMENT						
Long-term Outcome	Intermediate Outcome	Aggregated outputs	Policy Actions/Targets					Cost (US\$)
			1396 (2017)	1397 (2018)	1398 (2019)	1399 (2020)	1400 (2021)	
ETM1. Improved institutional framework for education service delivery standards	1.1 Results-based institutional framework and organizational structure with defined core functions and competencies developed	1.1.1 Functional review to define core and non-core functions completed 1.1.2 Institutional reorganization completed	Review and reorganisation completed					8,225,000
ETM2. Partnerships established with civil society, the private sector, and development	2.1 Systems and procedures to enter formal contract service, outsourcing, and partnership agreements are reformed or established	2.1.1 Partnership agreements established with communities, civil society, NGOs, private sector, development partners and line ministries	Protocols for partnerships and outsourcing established					2,000,000
ETM3. Resources (including human resources) are used effectively and accounted for	3.1 Result-based/norm-based system of resource allocations for equitable service delivery implemented	3.1.1 Minimum delivery package formula developed and implemented for norm- and result based service delivery 3.1.2 Annual provincial plans use new system	Formula developed and implemented 15 Provinces use new formulae	25 Provinces use new formulae	35 Provinces use new formulae	35 Provinces use new formulae	35 Provinces use new formulae	6,962,295

		3.2.1 MoE-wide Institutionalised capacity development system	Capacity development plan drawn up and implemented	Capacity development plan implemented	Capacity development plan implemented	Capacity development plan implemented	Capacity development plan implemented	2,200,000
	3.2 Competent human resources to effectively plan, manage, and deliver results	3.2.2 Staff trained according to skills needs	100 staff trained in education	100 staff trained in education	100 staff trained in education	100 staff trained in education	100 staff trained in education	9,863,252
		3.2.3 Results-based staff appraisal system for MoE (TA and Tashkil staff) strengthened	leadership MA 800 staff trained on diploma/short-term courses	leadership MA 800 staff trained on diploma/short-term courses	leadership MA 800 staff trained on diploma/short-term courses	leadership MA 800 staff trained on diploma/short-term courses	leadership MA 800 staff trained on diploma/short-term courses	9,283,061
		3.2.4 National TA supported within reform programme	900 staff recruited through transparent accountable systems	900 staff recruited through transparent accountable systems	800 staff recruited through transparent accountable systems	800 staff recruited through transparent accountable systems	600 staff recruited through transparent accountable systems	82,827,431
	3.3 Transparency, accountability, and anti-corruption systems for resource management adopted	3.3.1 Anti-corruption strategy implemented 3.3.2 Policies, standards, plans, budgets, results and reports publicly disseminated	Strategy developed and adopted					3,050,000

ETM4. Monitoring and evaluation that support decision-making strengthened	4.1 Effective and integrated monitoring and evaluation system implemented	4.1.1 Information management systems merged into one single system accessible to MoE stakeholders and public	M&E system developed and implemented Offices equipped for data collection and sharing	M&E system developed and implemented Offices equipped for data collection and sharing	M&E system developed and implemented Offices equipped for data collection and sharing	M&E system developed and implemented Offices equipped for data collection and sharing	M&E system developed and implemented Offices equipped for data collection and sharing	26,108,608
		4.1.2 M&E/supervision teams operational	100 Vehicles for M&E teams	100 Vehicles for M&E teams	200 Vehicles for M&E teams			8,935,500

#### Annex 6 – Output Matrix for Quality and Relevance

Quality and Relevance		
Long-term Outcome	Intermediate Outcome	Aggregated outputs
QR1. The capacity of the education system to develop and monitor student attainment relevant to individual and social needs is improved	1.1 Reformed curriculum for education at all levels	1.1.1 National standards for learning outcomes for all grades in GE set in line with international standards. 1.1.2 New curriculum for GE based on national standards and competencies. 1.1.3. Revised framework, syllabi and curriculum standards for TVET. 1.1.4. New curriculum for adult literacy is produced. 1.1.5 New national curriculum used in preschool. 1.1.6 Competencies of curriculum developers and materials writers enhanced.
	1.2 Quality textbooks and materials used in schools and learning centres	1.2.1 GE textbooks, guides, etc. revised, printed distributed on time and used. 1.2.2 IE textbooks, guides, etc. revised, printed distributed on time and used. 1.2.3 TVET textbooks guides, etc. revised, printed distributed on time and used. 1.2.4 Literacy textbooks, guides, etc. revised, printed distributed on time and used.
	1.3 Student learning assessment system developed and implemented	1.3.1 Learning Assessment Framework for Afghanistan (NAFA) developed in line with standards and competencies defined in curriculum framework



QR2. The capacity of schools/learning centres to promote student/learner attainment is improved	2.1 Teachers and educators better qualified, certified, and deployed according to national standards and regulations	<ul style="list-style-type: none"> <li>2.1.1 New competency-based training curriculum developed</li> <li>2.1.2 Textbooks and teachers' guide materials developed/revised</li> <li>2.1.3 Textbooks, teachers' guides and materials used by teachers</li> <li>2.1.4 Teacher credentialing framework developed and used for GE, IE and TVET teachers.</li> <li>2.1.5 TTCs and programmes meet standards required for institutional accreditation and teacher certification</li> <li>2.1.6 Teachers trained on In-service diploma courses</li> <li>2.1.7 GE teachers trained on short in-service courses</li> <li>2.1.8 TVET teachers trained on short in-service courses</li> <li>2.1.9 Teachers trained on Pre-service courses</li> <li>2.1.10 TTC instructors trained to MA level</li> </ul>
	2.2 Principals ensure the school is inclusive, safe and conducive to learning and positive social relations with the participation of stakeholders	<ul style="list-style-type: none"> <li>2.2.1 Credentialing framework for school principals developed</li> <li>2.2.2 School principals qualified through SMT professional development</li> <li>2.2.3 School/ TVET center development plans implemented with participation of teachers, students, and school shuras.</li> </ul>
	2.3 Support to teachers and their accountability improved	<ul style="list-style-type: none"> <li>2.3.1 Improved standards/guidelines for GE academic supervisors developed</li> <li>2.3.2 Academic supervisors trained to support teachers in schools.</li> </ul>
	2.4 Schools and learning centres satisfy standards as safe and conducive to learning	<ul style="list-style-type: none"> <li>2.4.1 School construction for GE, IE, TVET</li> </ul>

## Annex 7 – Output Matrix for Equitable Access

EQUITABLE ACCESS		
Long-term Outcome	Intermediate Outcome	Aggregated outputs
EA1. Increased equitable availability of responsive, safe and conducive learning and skills training opportunities	1.1 Provincial/ district plans for schools/ learning centres/ TVET centres drafted based on local needs	1.1.1 Local school mapping of school-age learners and youth showing Out-of-school (OOS) 1.1.2 District education development created/updated based on local needs
	1.2 Establish and support CBE and ALP programmes	1.2.1 Sustainable national strategies for CBE reviewed and implemented 1.2.2 Needs-based expansion of national CBE strategy implemented
	1.3 Increased deployment of female teachers in all areas, especially rural	1.3.1 System for employment and development of teachers through “best available” female teachers in rural areas developed and implemented
	1.4 TVET training and support meeting private sector need	1.4.1 Increased number of apprentices enrolled in TVET programmes
	1.5 Literacy programmes contribute to lower national illiteracy rates	1.5.1 Establish/run literacy courses with recorded graduation results
EA2. Increased community (and parent) commitment and participation in education including TVET	2.1 School/ learner centre shuras actively engaged in support for education and skills learning	2.1.1 School shuras established and trained for GE, IE, TVET 2.1.2 Community mobilisation and awareness programmes conducted 2.1.3 Number of active School Management Shura 2.1.4 Voluntary financial and in kind contributions to education by community

## Annex 8 – Output Matrix for Efficient and Transparent Management

3. EFFICIENT AND TRANSPARENT MANAGEMENT		
Long-term Outcome	Intermediate Outcome	Aggregated outputs
ETM1. Improved institutional framework for education service delivery standards and responsibilities	1.1 Results-based institutional framework and organizational structure with defined core functions and competencies developed	1.1.1 Functional review to define core and non-core functions completed 1.1.2 Institutional reorganization completed
ETM2. Partnerships established with civil society, the private sector, and development partners	2.1 Systems and procedures to enter formal contract service, outsourcing, and partnership agreements are reformed or established	2.1.1 Partnership agreements established with communities, civil society, NGOs, private sector, development partners and line ministries
ETM3. Resources (including human resources) are used effectively and accounted for transparently at all levels and anti-corruption improved within the MoE	3.1 Result-based/norm-based system of resource allocations for equitable service delivery implemented	3.1.1 Minimum delivery package formula developed and implemented for norm- and result based service delivery 3.1.2 Annual provincial plans use new system
	3.2 Competent human resources to effectively plan, manage, and deliver results	3.2.1 MoE-wide Institutionalised capacity development system 3.2.2 Staff trained according to skills needs 3.2.3 Results-based staff appraisal system for MoE (TA and Tashkil staff) strengthened 3.2.4 National TA supported within reform programme
	3.3 Transparency, accountability, and anti-corruption systems for resource management adopted	3.3.1 Anti-corruption strategy implemented 3.3.2 Policies, standards, plans, budgets, results and reports publicly disseminated
ETM4. Monitoring and evaluation that support decision-making strengthened	4.1 Effective and integrated monitoring and evaluation system implemented	4.1.1 Information management systems merged into one single system accessible to MoE stakeholders and public 4.1.2 M&E/supervision teams operational