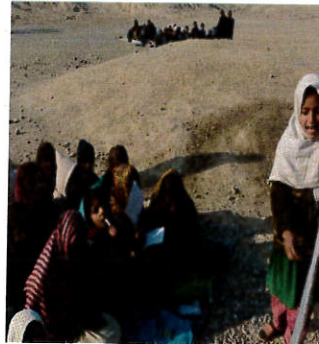
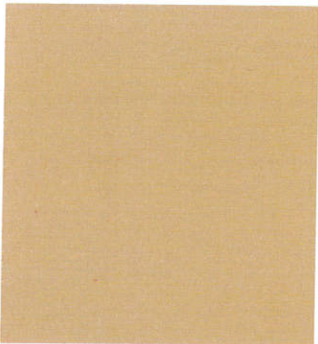
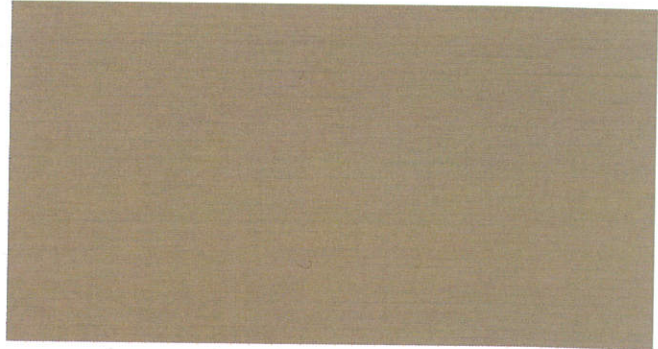




ISLAMIC REPUBLIC OF AFGHANISTAN
MINISTRY OF EDUCATION



COMMUNITY BASED EDUCATION POLICY AND GUIDELINES

JANUARY 2018

Preface

The 2018 Community Based Education (CBE) Policy and Guidelines document aims to improve access to quality education for all through expansion and regulation of the alternative learning pathways offered in the Islamic Republic of Afghanistan.

This policy places all CBE modules – comprising Community Based Classes (CBC), Accelerated Learning Programmes/Centres (ALP/ALC), and other alternative learning pathways delivered at the community level – under the oversight of the MoE as part of the formal education system. These policy guidelines reflect the understanding that alternative learning provision in Afghanistan constitutes an educational outreach offering of hub schools, rather than a parallel educational system. It is important to note that the terms CBC and ALP are used to describe particular instances of CBE under the CBE umbrella.

This document is a revision of guidelines first drafted in 2008, updated in 2012, and modified in 2015. These guidelines consolidate and formalise ideas developed by the Ministry of Education (MoE), Implementing Partners (IPs), and Development Partners (DPs) through many internal MoE workshops and consultations, and a number of contributing stakeholder forums including the CBE Working Group, UNICEF policy revision workshop, CBE Roundtable, CBE Roundtable Policy Revision Workshop, CBE Sustainability Workshop, and CBE donor coordination meetings. The document also introduces new ideas based on research studies, lessons learned, international best practices, and assessment of current systems. The background research, stakeholder consultation, drafting, and committee work that forms the basis of this document took place between February and December 2017.

This revision to previous CBE policy guidelines focuses on:

1. Improving alignment of the CBE Policy with broader MoE strategies, including the 2017-2021 National Education Strategic Plan (NESP III);
2. Developing strategies to improve the sustainability, equity, cost-effectiveness, and scalability of CBE services;
3. Improving coordination of CBE service delivery;
4. Institutionalising evidence-based best practice.

Key provisions within the 2018 CBE Policy and Guidelines include:

- Identification of the CBE Minimum Standards.
- Establishment of the CBE Transition Unit that replaces the previous CBE Unit, manages immediate implementation and evaluation of this policy, and facilitates transition of CBE classes to full MoE management, as well as institutionalises these arrangements within relevant MoE departments and directorates;
- Extension of provision of CBE Classes to upper secondary, with multi-grade, multi-cohort and multi-shift options encouraged;
- Presentation of clear monitoring procedures for CBE Classes, including data collection, data entry and analysis, and reporting procedures;



- Elaboration of clearer roles and responsibilities of the MoE, IPs, DPs, and the communities involved in delivery of CBE;
- Mandated payment of CBE teachers according to the MoE government salary scale;
- Placement of CBE teachers on a pathway to accreditation by ensuring that CBE teachers are eligible for the same standard of training as teachers in the formal system;
- Institutionalisation and full management of CBC/ALP processes and procedures by the MoE in cases where such programming is being delivered by IPs as of December 2017, with operational modalities including:
 - Management of CBC/ALP by a Community Development Council (CDC) or NGO, under an MoE contract;
 - Transition of CBC/ALP students into a hub school;
 - Continued operation of CBC/ALP under full MoE management.

The guidelines build toward meeting Afghanistan's commitment to education for all, enshrined in Article 43 of the 2004 Constitution and in the 2008 Education Law, Article 4. These policy guidelines are aligned with the National Education Strategic Plan (NESP) III and fulfil related objectives and indicators for the 2017-2021 strategic period.

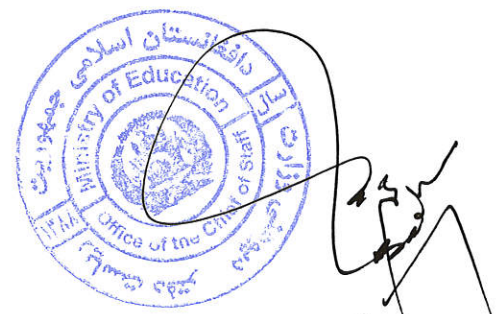
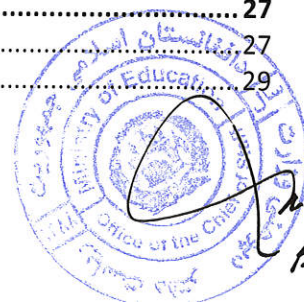
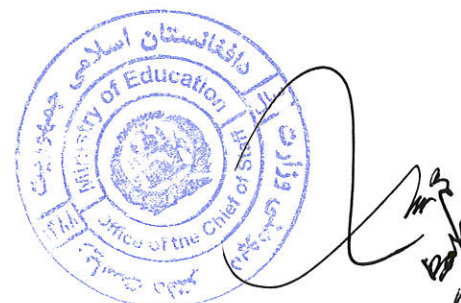


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List of Acronyms

AEL	Afghanistan Education Law
AKF	Agha Khan Foundation
ALC	accelerated learning centre
ALP	Accelerated Learning Programme
ALSE	New York University's Assessment of Learning Outcomes and Social Effects of Community Based Education in Afghanistan Program
AS	Academic Supervision Directorate (MoE)
BRAC	Bangladesh Rural Advancement Committee
CBC	community based class
CBE	Community Based Education
CBEMS	Community Based Education Minimum Standards
CBETU	Community Based Education Transition Unit
CBE WG	Community Based Education Working Group
CBE WG SC	Community Based Education Working Group Steering Committee
CBM&E	community based monitoring and evaluation
CCAP	Citizen Charter Afghanistan Program
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CCDC	Clustered Community Development Councils
CDC	Community Development Councils
CRC	Convention on the Rights of the Child
CSO	Central Statistics Office
DDA	district development assembly
DED	District Education Department
DSMS	Directorate of Social Mobilisation and Shura
DP	Development Partner
DPE	Department of Planning and Evaluation (MoE)
EIE	education in emergencies
EMIS	Education Management Information System
ESC	Education Sub-Committee
GIRoA	Government of the Islamic Republic of Afghanistan
GPE	Global Partnership for Education, Afghanistan Program
GED	General Education Directorate (MoE)
HRDB	Human Resource Development Board (GIRoA)
IDLG	Independent Directorate of Local Governance
INEE	Inter-Agency Network for Education in Emergencies
IRC	International Rescue Committee
IP	Implementing Partner
MoE	Ministry of Education
MoU	Memorandum of Understanding
MRRD	Ministry of Rural Rehabilitation and Development
NESP III	National Education Strategic Plan III
NGO	non-governmental organisation



OOSC	out-of-school children
PED	Provincial Education Department
SDG	Sustainable Development Goal
SMS	School Management Shura
TED	Teacher Education Department (MoE)
ToR	Terms of Reference
VAC	value-added costs



I. Goal

The 2018 Community Based Education (CBE) Policy and Guidelines document aims to improve access to quality education for all through expansion and regulation of the alternative learning pathways offered in the Islamic Republic of Afghanistan. This revised document addresses previous gaps in CBE policy and practices, presents unified standards that reflect the experience and best practices of CBE implementers, and clearly articulates the roles and responsibilities of institutional stakeholders both internal and external to the Government of the Islamic Republic of Afghanistan (GIROA) in the implementation of CBE, with a focus on cost-effectiveness, equity, sustainability and scaling.

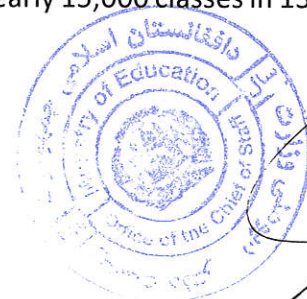
II. Scope

This revised policy and guidelines document applies to the provision of all CBE, including Community Based Classes (CBC), Accelerated Learning Programmes (ALP) and other alternative pathways provided within communities at all grade levels. These guidelines apply to all agencies funding and implementing CBE, including the MoE and other GIROA Ministries, Implementing Partners (IPs), and Development Partners (DPs). Programmes in the design phase after January 2018 must adhere to this policy. CBE programming in existence prior to this date should only comply with the policy to the extent possible given planning constraints.

III. Background

Afghanistan's education sector has grown exponentially since the millennium and CBE is a major part of this success story. In 2001, only one million Afghan children had access to education, and girls were largely not allowed to attend school. As of 1396 (2017), there were more than 9.2 million students (39% girls) participating in formal education – including CBE – in Afghanistan.¹ Over the past 15 years, GIROA has partnered with national and international NGOs and donors to support a CBE system for children who have not had access to a formal education. CBE enrolment has grown at least fourfold since 2001, reaching 550,000 students in nearly 15,000 classes in 1396 (2017).

¹ NESP III



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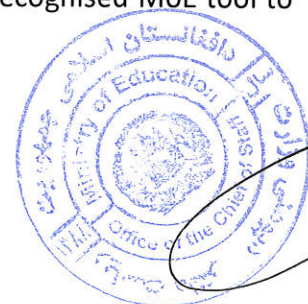
GoIRA's commitment to education is codified in various international agreements and in Afghan law. Afghanistan is a signatory to the Sustainable Development Agenda and its Sustainable Development Goals (SDGs), among which is Goal 4: "Ensure inclusive and quality education for all and promote lifelong learning". Afghanistan has also signed the Convention on the Rights of the Child (CRC), mandating education as a basic right of all children, and the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), committing GIRoA to take all appropriate measures to ensure equal rights between men and women in the field of education. Additionally, MoE is bound by Article 43 of the Constitution of Afghanistan, which guarantees the provision of free education for all children from grade one through university bachelor degree level without discrimination based on gender, ethnicity, geographic location and/or marital status. Article 44 states that GIRoA "shall devise and implement effective programmes to create and foster balanced education for women, improve education of nomads as well as eliminate illiteracy in the country." The right to education for all Afghan children, regardless of their gender, abilities, backgrounds, or circumstances is reiterated in the 2008 Education Law. In early 2017, Afghanistan launched the Citizen's Charter Afghanistan Programme (CCAP). The follow on to the National Solidarity Programme (NSP), CCAP reinforces the goal of providing quality education for all and the need for increased community and family involvement in supporting education.

An on-going impediment to achieving goals highlighted within these various international commitments and the 2017-2021 National Education Strategic Plan (NESP III) is the continued existence of a high number of out-of-school children (OOSC). Significant rural and urban discrepancies in enrolment and retention exist, with marginalised rural populations (making up around 75% of Afghanistan's population) being particularly affected by low enrolment.² Children from these areas often do not have access to education services, an issue exacerbated by cultural, socio-economic, and geographic barriers. Whilst most children in rural areas are affected, access to education, notwithstanding a quality education with reasonable facilities, is particularly difficult for girls, nomadic peoples, ethnic minorities and the internally displaced (IDPs). CBCs and ALPs are the dominant proven pathway to expanding education access for these children. Existing research and lessons learned through decades of experience have demonstrated that the provision of education within the village environment through these classes increases enrolment, attendance and learning outcomes for children who do not live close to a public school.³

The concept of CBE has a long history in Afghanistan. In the 1970s the government supported Dehati (village) schools in areas with low population density. National and international NGOs supported similar concepts, providing educational opportunities to OOSC, girls and other vulnerable groups denied the right to education, including nomadic peoples. The CBE approach was interrupted by the Soviet Union and communism, but returned via NGOs during the time of the Taliban. Post-Taliban, CBE has expanded as a primary and formally recognised MoE tool to reach rural, remote, and underserved populations.

² NESP III

³ Burde & Linden, 2013



Nationwide, girls' enrolment drops to approximately 20% at the grade-six level, with a larger drop in rural areas. CBE is thus particularly important for improving girls' access to education, which is hindered by barriers such as cultural taboos, insecurity, lack of hygienic facilities especially for girls who are menstruating, and harassment on the way to school. These factors, amongst others, restrict girls from travelling outside the community to public schools. CBE is an extremely effective way of improving girls' access to education, shown to eliminate gender disparity in attendance and to significantly reduce the gender gap in achievement⁴ as noted by NESP II, project evaluations⁵, and third-party research⁶.

Learning results in CBE have been shown to be as high as or higher than public schools; CBE has improved access for the most marginalised children whilst providing better numeracy and literacy outcomes than public schools.⁷ CBE and ALP provide a better learning environment due to – amongst other factors – a lower pupil-teacher ratio, teachers who are better trained in modern pedagogical techniques, access to teaching and learning materials, and significant community engagement. An additional advantage is that CBE classes show low vulnerability to corruption⁸. Expansion of CBE and ALP therefore supports improvement in the *quality* of education as well as access, another key priority of NESP III.

Thus, the GIRoA has committed to continue expanding CBE, with NESP III noting, "The provision of education near to children's homes through CBE is critical for improving equitable access, retention, and learning achievement in remote villages." Much work remains in enrolling remaining out-of-school children, most of whom live in CBE catchment areas, as well as in maintaining, upgrading, and expanding CBCs established in the past. **Thus, NESP III commits the MoE and partners to reaching 2.4 million additional students through CBE from 2017-2021.**

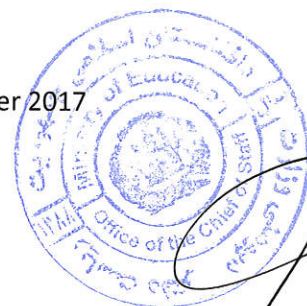
⁴ Burde & Linden, 2013

⁵ PACE A Evaluation; STAGES Final Evaluation

⁶ See, e.g., Human Rights Watch Report 2017

⁷ Burde, Middleton, & Samii, 2016b

⁸ Independent Joint Anti-Corruption Monitoring and Evaluation Committee, October 2017



IV. Revision Rationale

The MoE introduced its first CBE Policy Guidelines document in February 2008, last significantly updated in 2012. This revised 2018 CBE Policy and Guidelines document updates existing policy guidelines in response to acknowledged gaps as identified through policy research and stakeholder consultation. These gaps fall into four broad categories:

1. Improving alignment of the CBE Policy with broader MoE strategies;
2. Developing policies and guidelines to improve the sustainability, equity, cost-effectiveness, and scalability of CBE services;
3. Improving coordination of CBE service delivery;
4. Institutionalising evidence-based best practice.

Improving alignment of the CBE Policy with broader MoE strategies

Alignment with the 2017-2021 National Education Strategic Plan (NESP III): CBE is featured prominently throughout NESP III as a key pathway for increasing educational access for out-of-school children generally, and – in particular – for children in remote, rural, and insecure areas. NESP III highlights the need for a revised CBE Policy and identifies CBE as a primary instrument in increasing access to education within its results frameworks. NESP III also highlights the need to involve community-level decision makers and broader public opinion to support CBE. NESP III emphasises the importance of sustainability and the need to transition the responsibility for CBE to the General Education system, as MoE management of CBE has historically been a weak component of this education modality.

Alignment with Citizen’s Charter Afghanistan Programme (CCAP): This policy revision is an opportunity to capitalise on community-led national programming as a modality for institutionalisation and sustainability. In 2017 Afghanistan implemented CCAP to expand the provision of basic services – including education – across Afghanistan. The follow on to the National Solidarity Programme (NSP), CCAP emphasises quality education for all and the need for increased community and family involvement in supporting education. CCAP highlights CBE as a pathway to overcome above-mentioned education challenges in Afghanistan.

Shuras – including Community Development Councils (CDCs), Clustered Community Development Councils (CCDCs), Education Sub-Committees (ESCs), and School Management Shuras (SMSs – will be formed as part of Citizen’s Charter programming and their selection and composition will follow the Terms of Reference (ToR) between the Citizen’s Charter and the MoE. CDCs are Shuras that were developed by the Ministry of Rehabilitation and Rural Development (MRRD) to oversee social and infrastructure development at the community level that are at the center of the CCAP framework. CCAP links CBE to existing CDCs for management support, based on the requests of the individual CBC. CDCs open CBE to additional funding and management possibilities through community block grants, explored later in this document. Each village has a



CDC and several village CDCs are combined to form CCDCs. Both village level CDCs and cluster CDCs will have a thematic ESC that will be composed of community leaders, teachers, parents, and members of public school SMSs. These Shuras are tasked with increasing advocacy for education and creating strategies to provide quality education at the local level under the oversight of the Ministry of Education.

CBE contribution to expansion of access by grade-level: NESP III stipulates expanded educational access to 2.4 million children from 2017-2021. Nationwide, around 50% of enrolled girls drop out at grade six. In rural areas, the dropout rate for girls at the grade six level is around 80%. Lower-secondary CBE has been piloted and proven as an effective option for many children, particularly girls, in areas where implementation is possible and there is a demand for education. To meet NESP III's goals of increasing educational access, there is now the need to expand lower secondary access and add access to upper-secondary through CBE.

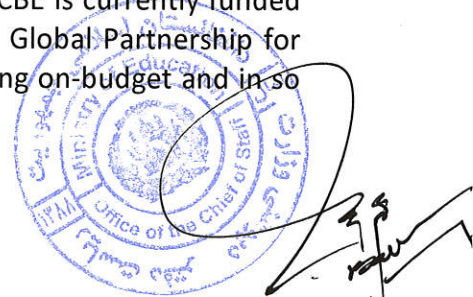
Improved coordination and data management: This policy responds to historic challenges in CBE coordination; better coordination of CBE will also facilitate maintenance of CBCs and ALPs allowing for on-going gains in annual enrolment, retention, and expansion. This policy therefore outlines guidance for how to coordinate, collect, manage, and utilise data. The policy also standardises CBE through minimum standards, with the intent of linking these to costing; creates pathways for accreditation of CBE teachers; and clarifies MoE management systems. The policy positions the CBETU as the mechanism for the maintenance and expansion of CBE locations, as well as management of donors' on- and off-budget contributions, IPs, and gradual CBE institutionalisation. Due to lack of funding of the past CBE Unit and its dissolution, current management structures have not tracked or managed these issues nor have they embedded CBE into the disparate departments within the MoE; doing so is a precursor to implementing this policy.

One of the principal goals of better management and coordination is a gradual move towards donor funding of CBE on-budget, rather than through uncoordinated off-budget funding. Institutionalisation of CBE through this policy and guidelines will allow significantly increased on-budget funding of CBE, through various disbursement mechanisms, to be a realistic goal for the post-NESP III period.

This revised CBE Policy and Guidelines document sets out a consistent approach to achieving these goals, to be implemented over ten years.

Developing policies and guidelines to improve the sustainability, equity, cost-effectiveness, and scalability of CBE services

Institutionalisation of CBE: There is currently a critical need for the MoE to develop a sustainable approach to MoE institutionalisation and management of CBCs, necessitating further development of human, financial, and systems capacity and resources. CBE is currently funded largely off-budget, with some funding on-budget primarily through the Global Partnership for Education (GPE). The eventual goal is to bring the majority of CBE funding on-budget and in so



doing to make CBE sustainable and MoE-owned. To facilitate this goal, a functional management unit within MoE is required. This policy document details a CBE Transition Unit (CBETU) with this responsibility.

There is currently limited follow-up after MoE takeover of CBCa. A recent study examining sustained access to education found that only 42% of villages still had access to primary education four years after a typical NGO-supported CBE programme had ended.⁹ This means that over 50% of CBCs close down after their initial or secondary project period and future potential students in those communities often have no education available to them. Maintaining existing infrastructure is a paramount priority and represents value for money and scaling opportunity for all stakeholders. This revised CBE Policy and Guidelines document identifies a process to ensure continuation of CBC past the termination date of off-budget funding cycles, delineating accountability and planning practices of stakeholders including donors, IPs, communities, and various MoE departments, managed and coordinated by the CBE Transition Unit.

Finally, the MoE must have stronger oversight of CBE including the availability and modality of funding in case of future funding limitations.

Standardisation of quality and cost-effectiveness: Uniform standards are needed in CBE delivery models both in terms of quality and costs, aligned with what the MoE is able to deliver. The MoE must prioritise the sustainability and quality standards of CBE delivery models in its oversight role.

Quality and cost-effectiveness must be considered from the point when a CBC is established. The MoE will not be able to institutionalise a CBC implemented by an IP if costs are too high. Many existing CBCs are designed for effectiveness, providing high quality education in rural communities. These interventions do not, however, always offer efficiencies required for scale. It is therefore crucial that IPs ensure their delivery models and costs are aligned with this document and the future unified costing framework, which will follow as an addendum to this CBE Policy and Guidelines document, and will be reviewed and updated every two years. This CBE Policy and Guidelines document, and the upcoming costing framework, recognise both basic costs, as well as the higher costs of reaching remote areas, of lower and upper secondary education, and of reaching students with special needs.

Inclusion of CBE Teachers within formal system: CBE teachers are under the oversight of the MoE and should be afforded the same benefits and working conditions as MoE teachers. Because CBE teachers are often less grade-level qualified than their formal public school counterparts, this policy employs an equitable approach to provide CBE teachers with training, accreditation, and continuing education opportunities during on-going education delivery. This policy therefore addresses the need for consolidated and/or MoE-certified teacher development packages linked to the official MoE accreditation system, which leads to scaffolder teacher credentialing and

⁹ Burde, Middleton & Samii, 2015



Tashkeel inclusion. Development of in-service secondary school completion programs, long-term training and development for teachers, in concert with the formal certification and accreditation programme is also critical. To address the severe shortage of qualified CBE teachers, especially females, the MoE is currently developing a separate incentives and equity-focused policy related to the recruitment and training of female teachers, which should be harmonised with this CBE policy.

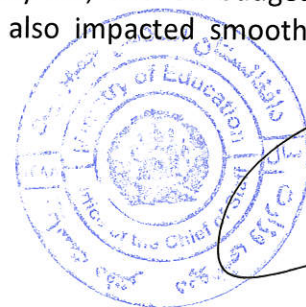
MoE CBE coordination: Coordination, ownership, and communications around CBE policy are currently lacking among IPs, DPs, and various departments within the MoE. This affects the effectiveness of the sector as a whole and the specific ability of MoE to provide and coordinate for the supply of CBE, institutionalisation of CBE, and the development of MoE management systems, both human and financial.

This policy enshrines MoE ownership of CBE coordination, supported by the CBE Working Group and Steering Committee. This document thus emphasises MoE leadership of CBE through management, coordination, sustainability, and increased internal capacity.

Improving coordination of CBE service delivery

Need for designation of procedural roles and responsibilities: Existing policy guidelines do not sufficiently specify roles and responsibilities within the MoE or of the various IPs, DPs, and other actors involved in the provision of CBE. This is also true at the PED and DED level, and around specific procedures including:

- **Design and establishment of a CBC, ALP:** There is confusion amongst partners regarding which entity conducts needs assessments, how they are approved, and general MoE procedures to establish a CBC. There is also ambiguity surrounding how to measure community demand for CBE.
- **Institutionalisation of CBE by MoE:** Lack of clarity in existing policy guidelines contributes to ambiguity about when, how, and under what criteria CBC are handed over to the public school or cluster hub school, and the role of CDCs and other government institutions in this process. Additionally, there is the need for clarity on phased institutionalisation of CBE, with flexible modality options (e.g. full MoE takeover, MoE-managed contracts with NGOs) that address management, control, standardisation, and costing, and offer clarity on hub school absorption of CBE students.
- **Monitoring and Data Collection, Validation, and Verification:** There has been a major gap in responsibilities and understanding of CBE data management, resulting in unreliable and limited data. Going forward, IP- and DP-held data will need to be reflected in the Education Management Information System (EMIS) to inform central planning and oversight decisions by the MoE, subsequent implementation by IPs, and off-budget funding decisions by DPs. This gap in data management has also impacted smooth registration of students as they enter or transition from CBE.



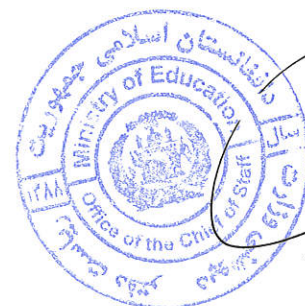
- **Information Sharing within the MoE:** MoE currently lacks procedures around horizontal information-sharing between departments and also vertically with and between PEDs and DEDs.

Institutionalising evidence-based best practice

There is a growing body of research surrounding CBE provision in Afghanistan, and elsewhere, developed by academic institutions, project evaluations, in-project research, and by Afghanistan’s vibrant civil society sector, among others. It is critical that this knowledge be incorporated into CBE policy to increase overall impact and effectiveness.

Transparent management: There is a need for transparency in all the procedures surrounding the establishment of a CBC by an IP and the subsequent management of a CBC by the MoE. Establishing clear guidelines and standards will help facilitate this transparency.

Ensuring equitable access: In order to ensure equitable access to CBE, and make sure that the policy is used to benefit all children, the MoE General Education Directorate (GED) and the Department of Planning and Evaluation (DPE) – in close coordination with the CBE Working Group – shall develop a policy implementation plan.



A handwritten signature in blue ink is written over the seal. The signature is stylized and appears to be the name of an official.

VI. Policy Content

1. Definition of Community-Based Education

1.1 Community Based Education (CBE) is outreach education into underserved areas that is part of the formal education system in Afghanistan. CBE is primarily made up of the delivery of Community Based Classes (CBC) and Accelerated Learning Programmes (ALP).

1.2 CBCs/ALPs are jointly established by the MoE's Provincial and District Education Departments (PED/DED), the community, and the IP. This policy allows for the establishment of a CBC/ALP at any grade level up to grade 12 – provided that the necessary inputs are made available and the quality of education is not compromised – in order to ensure that access to education is expanded to underserved children, particularly girls at adolescent age. This policy defines the criteria for the establishment of CBE at any grade level, and establishes the key inputs needed to meet a set of defined minimum quality standards.

1.3 MoE and partners will implement CBE in areas (villages) where any one of the following factors are present:

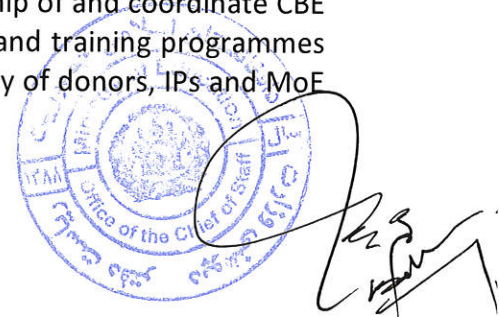
- i. A gender-appropriate public school that features hygiene facilities with running water and female teachers for girls does not exist;
- ii. Children live at a walking distance of more than 3 kilometres from a public school, or live within 3 kilometres and face severe and documented inhibitors to attendance, such as consistent insecurity, geographic barriers, harassment, and/or other protection issues verified by MoE.
- iii. Ten or more students (OOSC entering for the first time and/or children of ages corresponding to MoE standards for the ages appropriate to grade-level entry) have missed the opportunity for formal education, or with ALP, are above enrolment age for matriculation into the hub school.

1.4 CBE is an extension of a hub school and comes under its oversight; thus the registration number of the hub school is linked to the teacher/principal of the CBC or ALP. Up to five CBC/ALP may be linked to a single hub school.

2. Management and Coordination of CBE

2.1 National Level

2.1.1 The MoE will lead coordination at all levels of CBE through the establishment of a resourced, trained, and institutionalised CBE Transition Unit (CBETU) within the MoE, which will be operational for a minimum duration of ten years. The CBETU will organise, coordinate, expand, and embed CBE within relevant departments. CBETU will take ownership of and coordinate CBE programming and transition, develop resource documents, manuals, and training programmes including those mentioned in this policy, and will build in accountability of donors, IPs and MoE



personnel. Summary duties are listed below. It is important to note that **the CBETU is a transition unit working in the short-term to harmonise, manage, and expand CBE, and – in the long-term – the unit will institutionalise CBE both conceptually and organisationally amongst education service providers in Afghanistan.**

2.1.2 The CBETU will be the primary operational structure for increasing the MoE’s organisational and managerial capacity in the provision of CBE as required under NESP III and CCAP. Supported by the CBE Working Group, the CBETU will replace the currently defunct CBE unit within the MoE General Education Department (GED). The CBETU will:

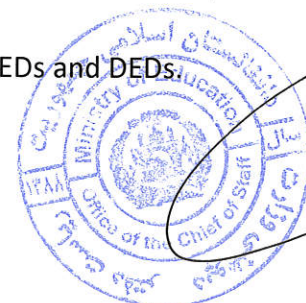
Programme and Operations Management

- i. Oversee implementation and operationalisation of the CBE Policy amongst all relevant MoE departments, IPs, DPs.
- ii. Plan and manage sustainable growth of the CBE sector.
- iii. Coordinate work at national and sub-national levels, as well as the work of education stakeholders.
- iv. Develop various handover packages and manage handover of CBCs and ALPs effectively through various means, e.g., government-run, IP contract, community-owned.
- v. Support logistical implementation of CBC and ALP through engagement with Academic Supervisors, School Management Shuras (SMSs), and PEDs in the effective distribution of textbooks and other teaching and learning materials, planning and execution of teacher training, and the payment of salaries.

Knowledge Management

Research and monitoring

- vi. Perform bi-annual mapping after an initial OOSC survey to inform the location and type of future CBE provision, potential upgrades to primary school, and expansion.
- vii. Support development of systems to monitor CBE student, teacher, performance and other issues TBD.
- viii. Support incorporation of CBC and ALP data into the MoE Education Management Information System (EMIS), develop and systemise data-gathering processes.
- ix. Ensure that EMIS national-level staff coordinates with sub-national-level counterparts on monitoring systems to effectively monitor CBC and ALP. CBETU will work with the Planning Directorate and PEDs to coordinate monitoring.
- x. Ensure that monitoring systems and strategies outlined elsewhere in this document are implemented.
- xi. Monitor teacher credentialing rollout and effectiveness, identify gaps, teacher upgrading and professionalization, training manuals, and Tashkeel inclusion, with an emphasis on female teachers in coordination with TED.
- xii. Collect and centrally manage information on CBE needs from PEDs and DEDs.



- xiii. Examine the potential of private education models in coordination with PEDs, as there are cases when private education can aid or satisfy the provision of basic education in hard to reach or insecure areas.
- xiv. Oversee monitoring and evaluation of this policy, and action on evaluation recommendations.

Information-sharing

- xv. Chair and convene regular multi-departmental working groups to collect, share, and analyse data, processes, and needs amongst different departments.
- xvi. Ensure that lessons learned and other information from IPs are built into CBC and ALP practices through regular coordination meetings and that this information is disseminated among MoE levels and other stakeholders.

2.1.3 The CBETU will be supported by the CBE Working Group, an oversight and support entity under the NESP III Steering Committee, wherein all stakeholders meet to review progress on NESP III and the Education Quality Reforms Afghanistan (EQRA) programmatic targets and indicators, as well as to plan adjustments, support, and coordination. This group includes the CBE-engaged departments and directorates of the MoE [namely, the Teacher Education Department (TED), the Department of Planning and Evaluation (DPE), Academic Supervision (AS), Curriculum, the Directorate of Social Mobilisation and Shuras (DSMS), and the General Education Directorate (GED)], both local and international CBE IPs, CBE donors, and CBE-engaged academic and research institutions. The CBE Working Group is chaired by the GED and co-chaired by a DP, and regulated by the CBE Working Group ToRs (see Annex B) as well as responsibilities towards the Access Coordination Committee and the NESP III Steering Committee. The Steering Committee comprises the chair and co-chair, DPE, TED, GED, two additional DPs, two IPs, and one academic or research institution, selected as per the ToRs.

2.1.4 If at the conclusion of the initial ten-year operational period the CBETU is still considered necessary by the MoE and the CBE Working Group, its operational life may be extended.

2.2 Sub-national Level

2.2.1 The coordination of CBE will be decentralised to the greatest extent possible, with local administration by DEDs and schools. It is envisioned that CBE will be ultimately managed by the hub schools directly, supported by the DED, pending further capacity and resource development.

2.2.2 The CBETU will develop a coordination mechanism linking the MoE and the PEDs to better perform the functions listed in article 2.1.

2.2.3 CBE will be supported centrally and provided with technical guidance by CBETU, as noted above. The following roles will apply at the sub-national level:



- i. School/Community level: At the school and community level, CBE will be supervised by the CBE SMS (see details 5.6), IP, and CDCs through CCAP. The hub school principal and SMS will assist the CBC, facilitating the following:
 - Monitoring of student and teacher attendance;
 - Coordination with MoE services including textbook distribution and other services to be determined through the CBE Subcommittee of the SMS;
 - Community awareness-raising for education;
 - School physical improvement projects;
 - Representation in district development assemblies (DDAs) for supporting school construction, rehabilitation, and accessibility enhancements.
- ii. District Level: At the district level, CBE will be supervised by the DED. Specific duties are highlighted throughout this document.
- iii. Provincial Level: At the provincial level, CBE will be supervised and coordinated by PEDs. PEDs will meet directly with Education Sub-Committees and hub school SMSs and be involved to a greater extent than previously.

Hub school SMS will provide a critical link between CBE Shuras and the PEDs. CBE sub-committees from the SMS will maintain contact and general awareness of issues and status of CBE. DSMS monitoring and evaluation will also give greater attention to CBC as noted in section 11.1. SMSs will in turn meet with the PED on a regular basis. This will be done in two ways:

1. Meetings held during PED supervision visits to districts/public schools.
2. Quarterly travel by one member of the hub school SMS to the provincial centre to discuss issues related to CBE.

3. Costing of CBE

Cost-effectiveness is of primary concern to the overall sustainability of CBE and must be considered even prior to CBC/ALP establishment. The MoE, local IPs, or CDCs will not be able to assume ownership of a CBC or ALP implemented by an IP if the costs of maintaining the school are too high. As indicated by NESP III, the MoE in partnership with the CBE Working Group will develop a standard costing framework for CBE service delivery in the interest of equity and sustainability. The Costing Framework will be an addendum to this document, and will be aligned with the CBE Minimum Standards detailed below.



3.1 CBE Quality Minimum Standards (CBEMS) – see Annex A for further details

3.1.1 Different standards and costs are currently being applied by different partners implementing CBC and ALP. In order to standardise these costs, the following standard definition of services will be applied as the CBE Quality Minimum Standards (CBEMS) package:

Teachers

- i. Teachers salaried according to MoE standards for pre-school, CBC, and ALP (two teachers per classroom per ALP) and other associated teacher recruitment.
- ii. Trained teachers receiving follow up in-service development

Learning environments

Infrastructure

- iii. Classroom space conducive to learning [based on the Inter-Agency Network for Education in Emergencies (INEE) *Minimum Standards for Education*, see Annex A section iii]
- iv. Heating system and supplies
- v. Potable water
- vi. Sanitation, and hygiene facilities, based on need, critically for girls and particularly adolescent girls.

Teaching and learning materials

- vii. Sufficient classroom kits (including carpets, blackboard, teaching aids for walls, etc.)
- viii. Sufficient student kits (including a school bag/backpack, notebooks, pens and pencils, etc.)
- ix. Sufficient teacher kits (including teacher manuals, teaching aid material, notebooks, pens, and pencils, etc.)
- x. Sufficient and complete sets of necessary textbooks;

Management

- xi. Strong classroom management, monitoring and oversight
 - a. For CBE where implementing partners remain responsible for delivery (i.e. where handover to MoE full management has not yet taken place), the following components are considered to be crucial aspects of the delivery of minimum standards, which IPs will factor into direct programme costs:
 - Transportation for social mobilisation and monitoring, distribution of supplies, including textbooks, classroom kits, hygiene kits, and other supplies.
 - Direct project staff for the implementation of the CBE quality minimum standards. Full definitions of programme, operational and administrative costs will be developed and provided in the costing framework, which will be added to this policy.



- xii. Social mobilisation activities (mainly performed by social mobilisers responsible for CBE mapping, class establishment, monitoring, hygiene training, and transition of students into hub schools).

3.1.2 The costs of the delivery of the standard package may be covered in combination by the IP, MoE and community until a point when the CBE is managed fully by the MoE. Responsibility for covering these costs (in some cases in kind, rather than through funding) will be agreed in the MoU. (See Annex A for elaboration of the standard package of CBE inputs.) Operational costs and overheads, including monitoring costs requested by IPs, that exceed MoE standards are the unique responsibility of the implementing organisations, and do not require any form of takeover by the Ministry of Education once the classes are handed over. Costs of transporting classroom materials should be incurred by the IP until the CBE class is directly managed by the MoE (see section 12).

3.2 Costs

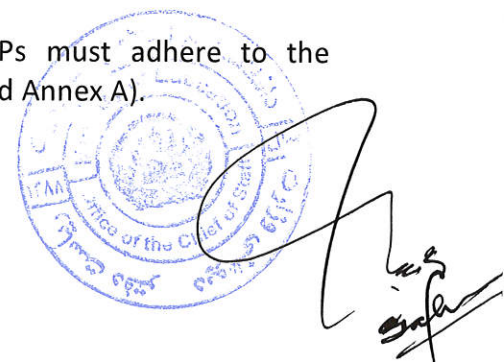
3.2.1 The MoE (GED and DPE) in collaboration with IPs and DPs through the CBE Working Group will establish a standard base cost per CBE student in Afghanistan (detailed in the costing framework – see 3.2.3 – which will include definitions of project, operational, and administrative costs). Of total programme costs, at least 70% should be project costs, up to 23% may constitute administrative costs, and up to 7% overhead costs. The administrative and overhead costs will not affect the CBEMS price range. The forthcoming costing framework will define each of these categories and the types of activities which fall into these categories.

3.2.2 The MoE (GED and DPE) in coordination with IPs and DPs through the CBE Working Group will factor grade level and class size into the costing framework range. Lower secondary and upper secondary will require more resources due to the necessary qualifications of teachers, including multi-subject teaching where necessary, and due to the additional learning materials required in more advanced grades.

3.2.3 The MoE (GED and DPE) in coordination with IPs and DPs through the CBE Working Group will establish a different costing standard for ALP depending on variance with the above model (for example, ALP requires two teachers per class.)

This costing framework will be based on the following assumptions:

- i. This CBE Policy and Guidelines document serves as the key reference document for all partners and for the CBEMS package, and CBCs and ALPs are established in line with this CBE policy.
- ii. A CBC/ALP has a maximum class size capped at 35 students. In cases of multi-grade classes the CBEMS may be modified.
- iii. Terminology and components of CBE may vary but IPs must adhere to the abovementioned CBE minimum standards (section 3.1.1 and Annex A).



- iv. CBE classes are established with the vision of permanence. DP funding should ideally be required to run for four to six years and should include sustainability plans (including plans for classroom supplies and textbooks) initiated at the beginning of the funding cycle, and fully actioned before the end of the funding cycle.

3.2.4 The standard costing framework will be reviewed and revised by the CBETU in consultation with all stakeholders via the CBE Working Group. The first standard costing framework (2018) will apply to all new MoUs three months after the standard costing framework has been agreed, and will be effective for two years thereafter, whereupon it will be reviewed and if necessary revised by the CBETU via the CBE Working Group.

3.3 Value Added Costs (VAC)

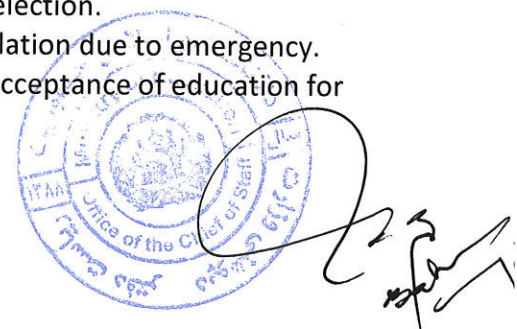
3.3.1 Costs above and beyond the CBEMS add value and often quality to CBE. These might include libraries, health and hygiene kits, laboratories, playgrounds, technology and sophisticated learning aids, and other improvements to the learning environment. Other VAC costs may include systems-level support to the MoE; this includes CBE implementation that is paired with intentional and systemic support to MoE technical capacity in areas such as but not limited to: inclusive education, gender mainstreaming, evidence-based programming, PED/DED/Shura/CDC capacity development, and CBE management, with such systems level support necessarily and closely aligned to specific NESP III aims.

3.3.2 However, to maximise utility, to plan, and to eventually assume financial and managerial control of CBC/ALP, the MoE must prioritise the CBEMS and ensure that CBE provisions fall within a specific range from the point when the CBC/ALP is established. The inclusion of VAC in CBE delivery models should be reviewed, validated, and approved by CBETU on a case-by-case basis.

3.4 Hardship Zone Costs

3.4.1 There is great variation in context that affects the price of delivery of the CBEMS package. Geographical barriers, insecurity, distance and transportation costs, lack of pre-existing education systems, high or near-total adult illiteracy rate, and other contextual modifiers affect the cost of providing the CBEMS. The MoE hereby establishes the following standard criteria for additional allowances to the CBEMS taking into account:

- i. High and/or historic level of insecurity.
- ii. Geographical remoteness impeding access due to lack of infrastructure, lack of communication and transport networks, and difficult terrain.
- iii. Population size of village (smaller class sizes lead to higher per pupil spending).
- iv. High rate of out-of-school girls.
- v. High rate of out-of-school lower secondary or secondary students.
- vi. Little to no prior education systems or penetration.
- vii. High to near-total adult illiteracy rate, impeding teacher selection.
- viii. High rates of returnees, refugees, or other displaced population due to emergency.
- ix. Other hardship linked to cultural context and community acceptance of education for all.



3.4.2 Based on the hardship designation given to a particular school, a specific hardship allowance may be added to the CBEMS range. This will be structured in the form of a justification and granted by the MoE (CBETU) in light of evidence that two or more of the above criteria have been met for hardship zone designation. An IP's budget will still be required to remain within the range outlined in the forthcoming MoE CBE Costing Framework.

3.4.3 The Hardship allowance amount will be reviewed and adjusted by the MoE (CBETU and DPE) every two years.

4. Criteria for Establishing a Community Based Classroom

MoE will prioritise the on-going support of transitioned and existing CBE classes prior to the establishment of new CBE classes. In addition to being more cost-effective, this will ensure that important gains are not lost, and investment and infrastructure are capitalised on.

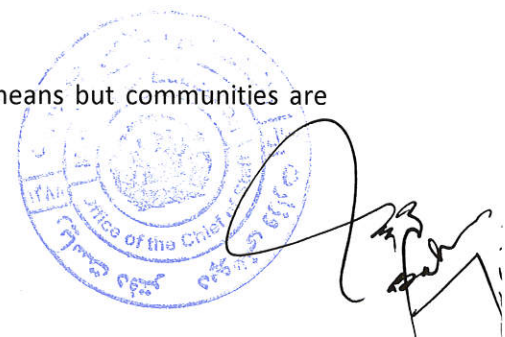
The following criteria must be met in establishing a new CBE class:

4.1 Demand

4.1.1 A community requests provision of education in written form and is willing to support such education in their village. This will ensure the provision of sheltered physical space by the community and increase community responsibility for school maintenance, safety, equipment, materials, and students.¹⁰ This will also serve as a contract to support girls' education, and ensures that issues related to girls' education will be addressed within the community. This request must commit the community to the following:

- i. To provide sheltered physical space and be responsible for school maintenance, safety, equipment, materials, and students. When possible, this shelter should be used only for the purpose of the CBC; the community should confirm they will not use it for their own purposes unless crucially important. The space/room/house/ tent should be officially recognised for use by the MoE.
- ii. To non-financially support children's education.
- iii. To support and ensure female education and advocate for the enrolment of girls.
- iv. To non-financially support the teacher and hub school staff in conducting their work as required in day-to day-functions.
- v. To provide non-financial/in-kind support in other areas such as maintenance, labour, etc.
- vi. To become actively involved in the formation and functioning of the shura.
- vii. To agree to support school monitoring and to follow up and support teachers, including with attendance.

¹⁰ As previously iterated, school supplies will be provided through other means but communities are encouraged to help when possible.



- viii. To agree to support planning processes, coordination processes, and to work with MoE (PED and DED) in providing programmes with the community.
- ix. To agree with exceptions and other judgments as stipulated by the MoE (PED).
- x. Ensure safety and security of students, teachers and school materials.
- xi. Establish effective coordination and collaboration mechanism with hub school and DED.

4.1.2 This request must be in line with MoE strategic plans, such as the National Education Strategic Plan and annual operational plans. The MoE (CBETU) will ensure that communities are made aware of their rights and children’s rights to education. Communities need to be informed about the options they have.

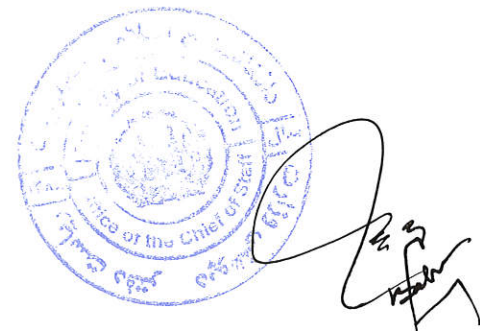
4.1.3 The opportunities identified by this Policy and Guidelines document will apply to CBE classes that are operational as of January 2018. Although existing CBE do not have to make changes to their current programmes in order to comply with the revised Policy and Guidelines, they are encouraged to do so. For example, if the option exists and is viable, NGOs should consider continuing provision of access beyond primary, if that is where the CBE provision currently ends.

4.2 Distance Constraints and Exceptions

4.2.1 The walking distance from the community to the nearest public school must be more than 3 km. The following exceptions will be considered regarding distance, especially for girls:

- i. Local geography including highway crossings, rivers, mountainous terrain, and forests endanger the safety of children;
- ii. Local customs and other issues prohibit such a walking distance including harassment of girls;
- iii. Prevailing security challenges prohibit such a walking distance;
- iv. Socio-economic conditions and extreme poverty prevail, making the clothes, shoes and nutrition necessary to walk to school a barrier;
- v. Disabilities and other physical barriers make travelling to school impractical;
- vi. Hardship zone criteria are met.

There are no limitations regarding CBC/ALP distances to each other. New CBCs/ALPs can be established in areas where there is already a CBE class close by if the criteria for establishing a new CBE class are met and the CBETU is satisfied that there is sufficient demand within the community. Approaches to clustering CBCs and ALPs that are close to each other to ensure better coordination and standardisation are set out in section 5.6 of this document.



4.3 Class Size

4.3.1 There must be 20-35 school-aged students per class available in the community for a new CBE class to be justified. In exceptional cases, a CBE class can be established for fewer children (minimum 10), especially for girls and upper secondary students who do not have access to education. Such exceptions will have to demonstrate cost-effectiveness for the MoE, and be mutually agreed upon with the MoE (PEDs). For lower secondary, maximum class size should be capped at 30, and for upper secondary at 25. Exceptions to this rule must be approved by PEDs.

4.3.2 In cases of low enrolment where there are fewer than 20 students, multi-grading will also be considered so as to consolidate CBE candidates into a class of 10 students or more. This is discussed in greater detail in Section 12.

4.3.3 The PED, community, and the IP (if applicable) shall prioritise the retention of students. The PED will remain responsible for CBC/ALP operation even if there is a drop in the number of students from the range given above; for example, if the class size drops to below 20. Should the class size reduce to 9 or below, the PED, and the IP (if applicable), will be responsible for enrolling remaining students in the nearest hub school, including supporting transportation options, affording students with the materials and schedules needed for home self-study within the Sameh program, or facilitating access to other alternative pathways to education.

5. The Process of Establishing CBE

5.1 Mapping

5.1.1 The MoE will oversee an initial mapping/needs assessment and will require IPs who are proposing to work in a province/district to conduct and submit a full mapping/needs assessment at district level, which should also – where possible – draw on data from other IPs, DED, PEDs, DDAs, CCDs, ESCs, hub school principal and SMSs, as well as from civil society organisations (CSOs), the community, and from UN organisations operating in particular regions. The MoE (PEDs and DEDs) will use specific criteria to inform IPs where there are unmet needs. This approach to mapping will continue until a point where the MoE is able to conduct a more comprehensive, MoE-managed national mapping that includes CBE, in subsequent years.

5.1.2 This mapping/needs assessment will include at minimum:

- Estimations of numbers of out-of-school children and their age groups;
- Stakeholder mapping, including the different IPs working in each district;
- Classes provided at given grade levels;
- Education-related Shuras present in each district;
- Enrolment and dropout information;



- Private sector potential for financial support for education, particularly in relation to areas in which MoE managerial takeover might be financially challenging;
- Feasibility of different handover/sustainability options (described in Section 12).

If an IP is proposing a new CBC/ALP, it will also conduct a capacity assessment of cohort hub schools (i.e., those at which existing CBC/ALP are registered) to support a CBC/ALP, including but not limited to:

- Infrastructure assessment;
- Number and qualifications of teachers for target grades;
- Risks and barriers to enrolment of CBE students.

5.1.3 Mapping information will be consolidated into a database by the MoE (PED), with clearly articulated roles and responsibilities for EMIS, Academic Supervision, and Social Mobilisation.

5.1.4 Within two months of receipt of a needs assessment, the results will be approved by the MoE (PED) to assure that both supply-side and demand-side feasibility is examined in a timely manner.

5.1.5 CBC will be authorized by the MoE (DED, hub school, in coordination with CBETU).

5.1.6 In some cases approval of a specific site may be tied to a broader bilateral agreement. In this case, individual approvals are unnecessary and may be superseded by the broader bilateral agreement between the donor and GIRoA.

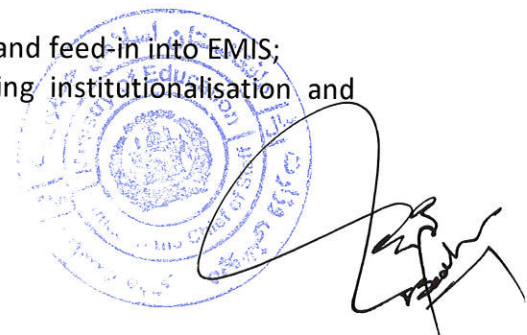
5.2 Project Design

5.2.1 In general, an IP will initiate the project. The IP will design the project, write the proposal and engage with the MoE (CBETU and PED) for technical consultation, and conduct the requisite mapping. The project should ideally run for six years, and the design should allow for enrolment of children every year in grade 1 where possible. In cases where funding does not allow for six years' duration, IPs may run 3-4 year projects and plan for transition within six years.

5.2.2 In order to facilitate new enrolment each year, multi-grade and multi-shift education will be considered, especially in only-option situations in remote communities or in cases of delayed handover (see section 9).

5.2.3 The CBC proposal document will be standardised by MoE (CBETU and DPE) and require the following minimum information:

- District or Province mapping and needs assessment;
- Project proposal including project rationale, design, and target, as well as accountability and transparency mechanisms;
- Project timeline for data coordination points with MoE, and feed-in into EMIS;
- Project's time-bound implementation strategy, including institutionalisation and handover plan;



- v. Project plan for one year of follow-up after handover;
- vi. Project plans for child protection and safeguarding.

5.3 Institutionalisation and Handover Plan

5.3.1 The preferred process of institutionalising a CBC under full MoE control will be specified in the initial project planning documents and MoU. A 'Plan B' option will also be indicated (see section 12 for details of different institutionalisation options). The institutionalisation plan will be revisited annually to adjust for any contextual changes.

5.3.2 The institutionalisation plan will ensure a sustainable approach from inception. MoE (DPE and CBETU) will develop standard criteria for this plan in coordination with IPs. These choices will be based on criteria including:

- DED capacity;
- Quality and capacity of the hub school;
- Geographical distance and adverse geographical conditions;
- Number of students, and particularly girls, in CBC unable to travel to hub school;
- Size of population of village.

5.3.3 The institutionalisation plan must also ensure proper transfer of students, teachers, and their attendance, availability of textbooks and handover of all learning materials, laboratories, libraries, and any other relevant documents and materials to the public school.

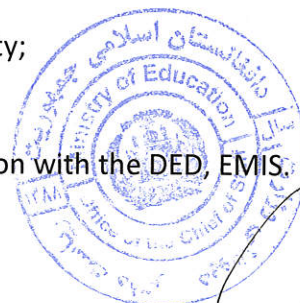
5.3.4 The institutionalisation plan must specify roles and responsibilities of the IP and MoE (DED, hub school principal, and SMS) up to one year after handover.

5.4 Memorandum of Understanding

5.4.1 Following technical discussions with and approval of the proposal from CBETU and the General Directorate of Policy and Planning, the IP and the MoE will sign an MoU with the Deputy Minister General Education.

5.4.2 The MoU will include the following:

- i. Roles and responsibilities of relevant parties;
- ii. Coordination, monitoring, and reporting mechanisms;
- iii. Institutionalisation and handover plan;
- iv. The agreed costs of the delivery model;
- v. Agreed-upon duration of the CBC/ALP, to be renewed by MoE (CBETU) every three years;
- vi. Guidelines for accountability, transparency, and sustainability;
- vii. Time-bound implementation plan;
- viii. Plan for one year of follow up after handover;
- ix. Data collection standard operating procedures in coordination with the DED, EMIS.



5.5 CBE Shuras

5.5.1 Community mobilisation and Shura formation efforts will be conducted by the IP and hub school SMS. A CBE Shura will be established for each CBC in coordination with the DSMS and the PED SMS focal point unless other community committees (CDC, ESC, existing Shura) take on the responsibility.

5.5.2 If there is an existing hub school SMS, members of the CBE Shura will be chosen from the hub school SMS. If not, members will be chosen from a nearby community in collaboration with the PED SMS focal point.

5.5.3 A formal agreement will be signed between the implementing partner, MoE (PED/DED/DSMS), and the assigned SMS. This agreement will build on existing structures wherever possible and endeavour to avoid duplication of Shura activities.

5.5.4 Each Shura will consist of between 3-7 active members of the community, including at least one teacher from the CBC/ALP, as well as female, youth and/or student representation. Shuras will ensure female representation to the greatest extent possible, aiming for 50% female membership. This should be determined on a case-by-case basis between the IP and community, with communication with the hub school SMS CBE Sub-Committee. In areas where cultural context prevents female inclusion into the CBE Shura, a separate female Shura should be established. Each Shura should reconfirm or re-elect members each new school year to increase outreach and engagement with out-of-school children.

5.5.5 In line with the DSMS' 2017 Social Mobilisation Strategy, the Shura will serve as supervisor of the CBC, monitoring and overseeing attendance of school staff and children, enforcing the code of conduct, mobilising community support and participation, supporting or improving classroom accessibility and rehabilitation needs, and assisting teachers when problems arise. The MoE guidelines for school Shuras will serve as a reference for basic Shura management and activities; Shuras will:

- i. Raise community awareness for education and encourage people to send their children to school, both boys and especially girls.
- ii. Supervise school physical improvement projects and support other education quality improvements.
- iii. Represent or organise local school support meetings on construction, rehabilitation, hub school planning, or other CBC support.
- iv. Monitor student and teacher attendance.
- v. Coordinate with the MoE or IPs all supplies distributions, including teacher and student materials, classroom supplies, and textbooks.
- vi. Support IPs, DEDs, and PEDs to find better and sustainable solutions and handover for the CBC.



- vii. Attend workshops on sustainability of education in their regions, and on how to monitor classes.
- viii. Participate in exposure and monitoring visits by the MoE and IPs for process improvement, identification and application of lessons learned, and discussion of common issues.

5.5.7 CBE Shuras will have frequent contact with the hub school SMS, who will monitor and mentor the CBC as feasible. Hub school SMSs will coordinate CBE Shuras and disseminate information and other policy information as necessary from the MoE through the CBE Sub-Committee. Each CBE Shura should have a representative attending hub school SMS meetings.

5.5.8 IPs will support the MoE by providing facilities for coordination meetings between the MoE (DED and PED), CBE Shura, and community members at minimum twice per year.

5.6 Clustering

5.6.1 CBE will be administered and monitored through a clustering approach, led by the MoE (DEDs, PEDs, CBETU). The purpose of clustering CBC to a hub school is to facilitate the registration of students and teachers, provision of textbooks, and supervision of these classes by the principal and/or headmaster of the hub school. Clustering will be based on school mapping and also on-the-ground realities if school mapping has not been conducted in a timely fashion.

5.6.2 Each cluster will have a maximum number of six classes linked to a hub school, within an approximate radius of eight kilometres or fewer. Each cluster will be guided and supervised by the linked hub school.

5.6.3 IPs will work with the MoE (DEDs and PEDs) to combine a number of scattered CBCs into a single school, sharing resources and teachers where practical.

5.6.4 The following options will be considered for clustering of CBCs and ALPs:

- i. Cluster the CBC/ALP with the nearest public school, which will play the role of the hub school;
- ii. Groups of CBC/ALP in a radius of eight kilometres or fewer can form a cluster, with the most central or accessible village acting as the hub school;
- iii. If the public school is at a distance of eight or more kilometres from the CBC/ALP, the District Supervision team will be responsible for the registration of children with the selected public school and the supervision of the school.

5.6.5 Lists of clusters in a given district will be maintained by the MoE at the DED and the PED, and will be entered into the MoE EMIS.

5.6.6 Individual CBCs/ALPs may, in cases where there is the need, facilities, and opportunity, combine to form a school with multiple grades. This will allow schools to increase efficiencies



related to teachers, teaching and learning materials, and to target the curriculum more specifically to grade level.

5.7 Formal Establishment of CBC

5.7.1 A CBC will be formally established after:

- i. Identification, selection, and preparation of a suitable learning space (see details section 6).
- ii. Identification, selection, and initial training of the required number of teachers (see details section 10).
- iii. Registration and enrolment of a sufficient number of students in coordination with the nearest hub school.
- iv. Hub school principal or headmaster has ensured and prepared a signed statement that children already enrolled in a public school are not re-enrolled in a CBC, thus avoiding the duplicate registration of CBE students.
- v. IP training has taken place for CBCs administered by IPs.
- vi. Community Orientation (see section 5.7.2) has taken place, with attendees fully aware of CBC essentials, key focal points, stakeholders' roles and responsibilities, and the whistleblowing mechanism.

5.7.2 The MoE (TED, PEDs and CBETU), supported by an IP if applicable, will provide a community-level orientation workshop for public school teachers, hub school principal or headmaster, hub school SMS, CBE Shura representatives, DED and PED on CBE before formal establishment of a school. Training workshop will cover the following topics:

1. Establishment of school, location, key focal points, teachers, number of students;
2. Key dates and milestones for the academic year;
3. Sustainability plans and timeline for the school;
4. Expansion plans and timeline for the class;
5. Roles and responsibilities for different focal points;
6. Definition and explanation of various forms of corruption;
7. Whistleblowing mechanism for anyone to anonymously report corruption.

5.7.3 Both the selection of a learning space and of the teachers will be carried out with the active participation, guidance, and advice of the SMS and CBE Shura. If there is no school Shura, this will be coordinated with the hub school SMS or – as second choice – the CDC ESC.

5.7.4 The CBE Shura will involve and/or keep the larger community informed of educational and administrative processes for ensuring transparency, accountability, and creating community buy-in. This will be aided by hub school SMS and DSMS activities where practical and appropriate. The DED should also be involved, where possible, in this process.



6. Learning Space for CBE

6.1 Communities are expected to provide a safe, enclosed, and covered learning space for a CBC/ALP that protects students from climate conditions, as per INEE standards. This could be a community hall, a room in a house, or – if these are not available – a tent. This shelter should be used only for the purpose of the CBE and the community should confirm that it will not be used for non-educational purposes. Communities must also agree to assist with the maintenance, safety, and security of the learning space, informing and advising teachers, students, IP staff, and hub school SMS of poor circumstances or conditions.

6.2 The MoE (DED, hub school principal, SMS) and community, supported by IPs, are to ensure the participation of children with disabilities and therefore the choice of learning space must be barrier-free and conducive to access by those children.

6.3 The CBE provider is responsible for repairing, rehabilitating, and/or undertaking construction work in the learning space if needed to meet the standards mentioned above, involving the SMS and community members. This has cost implications and depending on the case would be either classified as VAC or part of CBEMS. If the CBE provider is an IP and not the MoE, it must seek CBETU approval for any changes to its costing model, including changes incurred by repair/rehabilitation or construction. The CBE Shura might also apply for CDC grants, community donations in coordination with the hub school SMS, or private sector donations.

7. CBC Academic Calendar and Hours

7.1 To ensure alignment with education delivered through public schools, CBCs will continue to follow the required annual hours per grade level as described in the MoE guidelines, and can observe public holidays and the holidays officially announced by the MoE.

7.2 An MoE basic education school usually provides three hours of education per day at a Grade 1 level, six days per week over nine consecutive months (excluding national holidays).

7.3 The hours and duration of CBCs can be flexible, as per community needs, especially for nomadic groups and those in especially hard to reach areas, as long as the total grade hours per subject are achieved by the end of the academic year.

7.4 In certain rare cases the CBE will need to be established once the school year has already started. This will be the case in emergency situations or in cases where conflict or other calamity disrupts education. In these cases special provisions may be made in consultation with the CBETU.

7.5 Many CBCs operate as ALPs, in which case they will follow ALP practices pertaining to school hours and calendar years.



8. Student Enrolment, Transfer, and Certification

8.1 All children (boys and girls) of school age (e.g. age 6-9 for grade one) are eligible for enrolment in CBE. The MoE guidelines on Basic Education will be used to refer to the appropriate school age per grade level.

8.2 MoE student enrolment forms will be used at CBCs to enrol students, with each student receiving a unique registration number.

8.3 CBE students will be enrolled in the hub school with which the CBC they attend is clustered. The MoE (PED) will issue each student with an ASAS number, or enrolment number. Guidelines for registration should be made available to all facilitating partners. In instances where there is no hub school nearby, the process of registration and issuing ID numbers will be facilitated by the District Supervision team.

8.4 Testing and certification of CBE students will be the same as in formal schools.

8.5 Should students move or decide to join a public school at a later time, students will be transferred using MoE-recognised school transfer forms, duly signed by the hub school.

8.6 Implementing partners supporting CBE must use the EMIS system to report data, and at minimum will report on the same education data that is collected by formal schools. The DED EMIS department will ensure that facilitating partners are aware of the data-upload process, data requirements, and deadlines. The DED will be required to collect full data and information at the time of school establishment and upon request throughout implementation

8.7 The hub school principal shall be responsible for ensuring that students already enrolled at a public school are not re-enrolled in a CBC and thus double-counted.

8.8 Multi-Cohort, Multi-Shift and Multi-Grade System

Multi-grade classes are classes in which students of different grade levels are placed together for administrative reasons. Multi-grade teaching can be an important and appropriate way to help nations reach the Sustainable Development Goals by providing good quality education to children who live in small, poor, and remote communities, and might otherwise not have access to education.

Multi-cohort schools are schools that aim to introduce a new cohort of pupils to a grade, once the preceding cohort has progressed to the next grade, in order to expand access to all children seeking that access within a community.

Multiple shift schools are those that cater to two or more separate groups of pupils during a school day, often teaching the first group from morning to mid-day and the second from mid-day to late afternoon. The purpose of a multiple shift system is to optimise school spaces at minimal cost. Multiple shifts allow a single set of facilities to serve more pupils.



At the MoU stage, the MoE shall encourage IPs to demonstrate cost-effectiveness, and reach the maximum number of pupils to meet a community's needs by employing multi-grade, multi-shift, or multi-cohort approaches, or a combination thereof, as appropriate. The MoE and IP must agree on a process to ensure that new pupils can be enrolled every year, so that the IP does not raise expectations that it cannot meet.

9. Curriculum, Textbooks, Teaching and Learning Materials, and Distance Learning

9.1 Curriculum

9.1.1 Because CBE is an outreach programme of the formal government system, the national curriculum will be utilised.

9.1.2 Multi-grade education is appropriate in certain contexts defined elsewhere in this document. The MoE (CBETU, TED, Curriculum Department) will review the current curriculum for multi-grade usability.

9.1.3 It is critical that schooling continues in locations affected by emergencies. The MoE (CBETU, TED, Curriculum) will prepare an adaptive curriculum for emergency environments expanded to issues affecting students in these regions, including peace education, psychosocial support, and other changes as necessary.

9.2 Textbooks and Teaching and Learning Materials

9.2.2 The MoE is responsible for oversight of the provision and distribution of textbooks and other teaching and learning materials in the first instance, but – if it is agreed during the project approval process that the MoE does not have the capacity to directly do so – the responsibility will be delegated to the IP, and the IP's responsibilities with this regard will be detailed in the MoU. Supplies for students will be standardised and children attending a CBC are entitled to that which is being provided in the public system. The CBC will use the same government textbooks, supplies and other teaching and learning materials as public schools. Any materials exceeding what is mandated in public schools will be provided by IPs. The MoE is not able to commit to continue to support materials exceeding the CBEMS after handover.

IPs must buy textbooks from MoE-approved printers with copies of the latest curriculum. In some cases, the MoE may give a data storage device containing the national curriculum to the IP in order to print textbooks. The MoE is responsible for providing textbooks to schools in which it has assumed managerial control.



9.2.3 IPs, the MoE, hub school principals, and SMSs will ensure that textbooks reach CBCs an appropriate amount of time before the beginning of classes. The division of responsibilities for the provision of textbooks will be clarified by the IP and MoE at the MoU stage.

9.2.4 The hub school SMS and IPs will monitor and follow up with DEDs and IPs to ensure timely delivery of textbooks, and communicate updates regularly with Academic Supervision.

9.3 ICT and Distance Learning

9.3.1 The MoE (CBETU and DPE), in coordination with IPs, will develop further ICT and distance-learning policies and procedures to support CBCs/ALPs, with particular attention to only-option secondary education schools in which teachers are not able to provide adequate multi-subject education opportunities. This will have budgetary implications in bringing upper secondary classes more in line with the CBEMS costing package. Until this happens, upper secondary will continue to require more resources than the basic CBEMS costing package. Distance learning may play a critical role in the most remote areas.

9.3.2 In cases of distance learning, the hub school SMS, DEDs, and PEDs will be directly involved in the process of administering and collecting exams. However, the MoE (GED) will be responsible for grading and announcing results. This will increase local pressure on the hub schools, DEDs, and PEDs to administer exams effectively and also will increase the overall transparency of the process.

9.3.3 IPs can supplement and augment teaching and learning through the use of technology. Permissible technologies include use audio-visual tools such as TVs, radios, mobile phones, recital pens, projector, and tablet. Other materials may be added to this list by MoE.

9.4 Branding

9.4.1 Only MoE/GIRoA is able to use branding and logos on its textbooks. IPs may use their logos on supplementary materials together with government logos, but not on government textbooks or materials coming directly from the government.

9.4.2 Signage for CBC in the village and elsewhere should have MoE logo clearly visible, in addition to that of the IP.

9.4.3 Exceptions or modifications to these rules may be agreed upon on a case-by-case basis amongst the CBETU, IPs, and DPs.

10. CBC and ALP Teachers

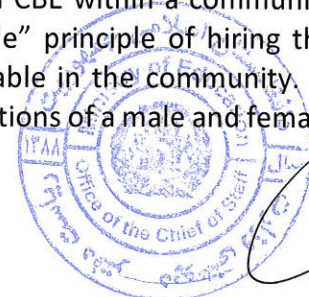
10.1 CBC and ALP Teacher Recruitment and Qualifications



10.1.1 Where the MoE manages CBE implementation, the MoE (CBETU, TED, DPE) will develop and implement a formal and systematic process of recruitment for CBE teachers which includes a process for seeking community approval. This process will be transparent and maintain the positive current procedures of local recommendations whilst reducing pressure to hire certain teachers. This mechanism will prioritise teachers accepted by communities, active in community affairs, and interested in working as CBE teachers.

10.1.2 The MoE (GED and TED) will increase recruitment of qualified local female teachers. MoE (TED) will develop a specialised recruitment package in coordination with IPs to attract/develop local female teachers, and SMS (DSMS) coordination for mobilisation towards male teacher selection and acceptance. Preference will be given to recruiting female contract teachers for CBE, as increasing the number of female teachers increases female enrolment. Priority in recruitment will be given to recruiting local female candidates in the following order of priority:

- i. Graduates with a bachelor degree and/or grade-14 graduates, preferably from Teacher Training Colleges.
- ii. Graduates of secondary schools (or other schools equivalent to grade 12).
- iii. Teachers with education lower than grade 12, but at least grade 9 (or equivalent), can be accepted as Ajeer teacher based on the approval of SMS (these teachers will have certification procedures discussed in section 10.2).
- iv. Teachers who have less than a grade 12 education can be accepted as an Ajeer teacher based on ability, enthusiasm, and approval of the school Shura. This especially applies to female teachers. Teachers at this level will not be allowed to teach grades higher than their own level of education. Special trainings and follow-up refresher courses will be organised for these teachers by IPs or the MoE (TED) to upgrade their education level. IPs will design the content of special trainings in consultation with the MoE (TED and CBETU). Opportunities might include education opportunities in the nearest public school, accelerated learning programs, or distance education, amongst other training modalities. In cases in which teachers lack sufficient education and IPs are unable to follow up with additional trainings, a mobile teacher (male or female) who is qualified may be hired to travel amongst communities and conduct problem-solving sessions for CBE teachers at a regular interval. In cases with male trainers and female trainees, the CBE Shura will assist in providing supervision or otherwise facilitating training.
- v. Selection criteria for decisions on teacher placement in a CBE within a community with multiple options for teachers include preference for teachers with the highest qualification level as outlined above; teachers filling critical subject-specific gaps for lower and upper secondary classes; teachers living within and/or closer to the community; teachers sharing the same mother tongue with students; and teachers with plans to further their own education.
- vi. Selection criteria for decisions on teacher placement in a CBE within a community with limited options will be based on the “best available” principle of hiring the teacher with the highest demonstrable credentials available in the community. In some cases, there will be a wide gap between the qualifications of a male and female

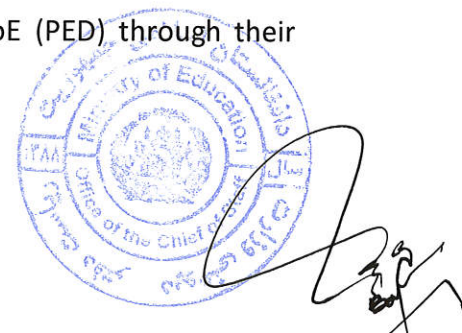


- candidate for the same position, and institution of the “best available” principle will recommend the better qualified teacher pending community acceptance, or provide additional support to the less qualified female teacher if she is the community preference, for which IPs will be responsible.
- vii. Additional factors to consider in CBE teacher selection criteria for any community include gender and grade level; the following scenarios and policy guidance shall apply:
- a. For pre-adolescent girls, boys, or mixed classes the female candidate is generally preferred, unless otherwise guided by the community, and unless she has lower than grade 6 education and the male candidate has grade-14 level qualification, or is a graduate of a TTC.
 - b. If the CBC/ALP is continuing through to grade 12, higher-qualified teachers are required. In this case, new teachers shall be required to have completed at least grade 12. If the MoE and IP are unable to recruit a female teacher at this qualification, a male teacher may be hired with consent of CBE Shura.
 - c. The CBE Shura will decide in ambiguous or unclear cases and be allowed justifications based on context.
 - d. All processes and mechanisms for teacher selection and recruitment shall be transparently managed in an open and competitive process, with the community, Shura, and local education authorities aware of and engaged in selection, based upon the afore-mentioned criteria and preferences.

10.1.3 Where IPs have managerial responsibility for a CBC/ALP, they will be responsible for identifying suitable candidates, in consultation with the MoE, Shuras, and the community where appropriate, based on best practice in recruitment. The hub school principal and SMS will assist CBCs/ALPs in locating teachers, especially for those only-option schools extended to upper secondary. SMS will coordinate with different CBCs/ALPs and where practical will assist in the provision of technical or subject-specific classes necessary in upper secondary education. If workload exceeds hub school teachers’ normal hours, IPs may offer additional compensation until the MoE is able to assume responsibility. The IP will make its selection and submit this to the MoE for information, including any requests to pay the selected teachers above the government salary scale (e.g. hardship allowance). The MoE will then register this list of teachers and give them contracts. At this point, the MoE will be responsible for ensuring these registered CBE teachers are connected to agreed pay scales, appropriate Ajeer/Tashkeel classification, and any training appropriate to their upgrading as mandated by this Policy and Guidelines document or other regulations.

10.2 CBE Teachers Registration, Salary, and Transfer

10.2.1 All CBE teachers will be registered as formal teachers with MoE (PED) through their respective hub schools.



10.2.2 The MoE (PED) will give a formal contract of service to all recruited CBE teachers, including those compensated by IPs, in order to explain conditions of employment.

10.2.3 All qualified CBE teachers will be part of MoE's Tashkeel as per the civil service law of Afghanistan. Those Ajeer teachers who are not a part of MoE's Tashkeel will become Tashkeel **only if** they meet the standard qualification and follow recruitment standards as teachers in the "mainstream" (i.e., public school) system.

10.2.4 All CBE teachers will be given a standard job description and code of conduct developed by the MoE (PED & DED) and IP.

10.2.5 CBE teachers' salaries will be paid according to the government salary scale and guidelines for those who meet the minimum requirement set for CBE teachers.

10.2.6 Teachers cannot be paid salaries that exceed or do not meet the government salary scale that they are entitled to. However, teachers who face security issues, or relocate specifically to serve an area where there is teacher shortage (specifically female teacher shortage) may be offered a hardship allowance by the IP. An IP's intention to offer hardship allowance as an incentive to teachers must be approved by the MoE at the project's inception, as part of MoE approval of the IP's project. The second justification for an adjusted salary scale may occur if there is an insufficient pool of CBCs clustered to justify a full-time subject-specific teacher, particularly at lower and upper secondary levels; in this case, a teacher will be likely teaching fewer instructional hours due to lack of full-time course load availability, and due to a lack of teachers qualified in multiple subject areas.

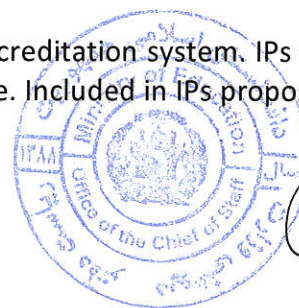
10.2.7 Where the MoE is responsible for paying CBE teachers' salaries, the teacher attendance report must be sent to the hub school to process salaries accordingly. If the IP has undertaken to pay the salary, the attendance report will be monitored and collected within the framework of the relevant organisation.

10.3 Teacher Training, Accreditation, and Certification

10.3.1 The MoE (TED) will consolidate and further develop a standardised teacher training package from various teacher training materials currently utilised by IPs across Afghanistan. This package will be utilised for pre- and in-service training of CBE teachers. This package will include materials to support teachers of students with disabilities and students suffering from the psychosocial effects of conflict.

10.3.2 The MoE (TED) will establish a transitional certification system for CBE teachers with qualifications lower than grade 12, as well as programming to support in-service continuing education of CBE teachers through grade 14 for those below it.

10.3.3 The MoE (TED) will link CBE teacher training to the official accreditation system. IPs will agree teacher training responsibilities with the MoE at the MoU stage. Included in IPs proposals



for a CBE project must be a proposal for a training package. The MoE must approve and confirm TED accreditation of this package before the project commences, as part of the MoU signing process. The IPs will share the list of the teachers they have recruited with TED at the beginning of their CBE program. TED will then register those teachers, giving those teachers entitlement to the IP's approved and accredited training programme, the successful completion of which will entitle these teachers to accreditation. All CBE teachers registered with TED, irrespective of the grade they teach will be entitled to a minimum training package that has been endorsed and linked to accreditation by the MoE (TED). This minimum training package will consist of a total of three months (90 days) over three years (consisting of 60 days in Year 1 + 15 days in Year 2 + 15 days in Year 3), and will be aligned with the MoE (TED) standards for all teacher training (e.g. this training must include key pedagogical skills such as training in how to differentiate training and assess learning, and training in how to teach multi-grade classes). Teachers who are hired and trained through CBE projects and successfully complete their training will be entitled to certification and in this way will be absorbed into the formal system, attaining 'formal' and certified teacher status.

10.3.4 The Learning Equivalency Assessment Unit (TED) process will be rolled-out amongst all main CBE implementers and required and monitored for all NGO trainings.

10.3.5 CBE teachers are encouraged to participate in periodic national teacher competency tests when conducted by the MoE. Those who pass will be given a teacher certificate. TED will assume responsibility for transparent and fair mechanisms for recruitment and placement after a teacher's successful examination, and in accordance with the MoE reform plan. In cases in which CBE teachers are unable to pass the teacher competency test, they will continue to work as Ajeer teachers and reviewed periodically.

10.3.6 Teachers shall be assessed by the MoE (TED, AS) on the same basis as other formal and official MoE teachers with regard to subject knowledge, teaching skills, administrative capacity, and commitment to the job from the beginning of their employment.

11. CBE Monitoring, Supervision, Data Collection, and Learning

11.1 CBC/ALP Monitoring

11.1.1 MoE (CBETU, AS, DSMS) will establish standards and framework for monitoring and evaluation and hold the respective departments accountable to realisation of those standards. Frameworks and standards will also include Community Based Monitoring and Evaluation (CBM&E) approaches (see details 11.2).



11.1.2 MoE (CBETU, AS, DSMS) will hold primary responsibility for the monitoring and evaluation of CBCs and conduct regular monitoring visits.¹¹ IPs should conduct joint monitoring visits with MoE (DED and PED) staff at least twice per year.

11.1.3 In many cases it is not feasible to conduct routine monitoring to all CBC/ALP given transportation, remoteness, and resource constraints. In such cases a representative sampling method will be employed, to be developed by the MoE (Academic Supervision) and IPs. This method will select a certain number of schools representative of the broader whole, and extrapolate broader facts from the sample.

11.1.4 MoE (PED, DED, DSMS Shura Support Officers, AS) monitoring officers will work in close collaboration with hub school principals to verify, monitor, and manage enrolment and attendance figures for students and teachers using physical observation. As hub school principals are responsible for ensuring that students and teachers are registered once, at the time of establishment of the CBC/ALP, any discrepancies will be followed up by the hub school principal and SMS. Monitoring officers will ensure that EMIS data is verified and maintained through their monitoring without duplication. Monitoring officers will review existing data necessary for verification purposes prior to monitoring visit. This will enable officers to verify data rather than collect similar data for a different department.

11.1.5 IPs will monitor classes on a regular basis (at least every quarter) to ensure quality service provision and assess progress against targets, including learning outcomes. IPs will conduct project monitoring as per their internal standards and share this monitoring data with hub school principal, SMS, and DED. IPs will also ensure that all necessary documents are handed over to the MoE (hub school principal and DED) including attendance sheet, results of exams, etc. Monitoring visits by all parties will prioritise the physical counting of teachers and students in schools at the time of visit. Attendance sheets and registration books will also be verified, but secondary to physical observation of the class space.

11.1.6 IPs will monitor schools until one year after school handed over (see details 12.5). This should be budgeted from project launch.

11.1.7 Hub school SMSs, any CBE sub-committees, and ESCs where applicable will maintain a monitoring relationship with CBE Shuras with regard to teacher and student absenteeism issues. Reports will be submitted to DEDs for triangulation with other monitoring systems.

11.1.8 IPs and MoE (PED, DED, DSMS) will conduct monitoring visits jointly where and when possible.

¹¹ At time of writing Academic Supervision was in the process of transferring the Tashkeel of 750 M&E officers to DSMS. These officers will work to monitor hub schools and CBCs.



11.2 Community Monitoring

11.2.1. Community-Based M&E (CBM&E) is vital to transparency and accountability. The community will assist in the monitoring of CBC/ALP activities through a system emphasising Local Monitors (LMs). These monitors will report to Shura Support Officers (DSMS) and be coordinated through CBE Shuras and hub school SMS. CDCs may also be utilised as focal points for CBM&E.

11.2.2 The MoE (CBETU & AS) will lead the design and implementation of this initiative in collaboration with IPs and DPs.

11.3 Data Collection and Entry

11.3.1 IPs will be issued EMIS user IDs by the MoE (EMIS) so that they can enter CBE data directly into the EMIS system.

11.3.2 MoE (DED, hub school SMS and principal, AS, DSMS) will be responsible for verifying data through the monitoring system described above (see details 11.1).

11.4 Programme Learning

11.4.1 IPs and MoE (CBETU) will facilitate implementation workshops on a quarterly basis for MoE (PED and DED) sharing lessons learned, challenges, successes, etc.

12. Sustainability, Handover, and Institutionalisation of CBC/ALP

12.1 Process of Handover

12.1.1 At the time a CBC/ALP is established, the IP will sign an MoU with the MoE (PED) noting date of handover and preferred handover option, including a 'Plan B' (sections 12.2, 12.3, 12.4). Handover should ideally be scheduled at the end or prior to the end of the six-year period and depending on availability of funding. If this is not possible, IPs should provide a full three-year education cycle (lower primary, upper primary, lower secondary, upper secondary) and then hand over. If this is not possible, partner and PED should mutually agree upon a handover date timed for the easiest transition for students and teachers.

12.1.2 The IP, MoE (DED, PED, SMS), and CDC will meet annually to review handover options, assess hub school and DED capacity, and to make necessary changes to the initial transition plan. These meetings are unnecessary if the CBC/ALP has been upgraded or integrated.

12.1.3 IPs will maintain regular contact with the MoE (PED) throughout CBC/ALP implementation. IPs will also facilitate meetings and workshops with a specific focus on cultivating private sector



support of education, particularly in remote areas with private sector operations where a more educated workforce would be desirable, e.g. farms and resource extraction projects.

12.1.4 MoE (CBETU, DSMS, DPE) will increase capacity at PEDs and DEDs with structured capacity development planning around CBE. This will emphasise budgetary planning, the unique needs of the CBC/ALP, and the process of evaluating and handing over a CBC.

12.1.5 The IP will meet with the DED, CDC, SMS, and hub school Principal one year before implementation of the transition strategy for a final assessment. The IP, SMS, hub school principal, and DED will together make a final determination regarding capacity and resources for transition to MoE. Final assessment will evaluate the continuing feasibility of the initial handover plan specified in the project plan, as well as 'Plan B', and the third option. MoE (CBETU Unit and Policy and Planning) in coordination with IPs will develop a specific methodology and template to assess and specify handover options.

12.2 Option 1: Continuation as CBC/ALP

12.2.1 As noted in section 5.3, a plan will be specified for full MoE managerial control of CBC in initial project design. One of the following options for transition must be specified, along with a 'Plan B'. As CBCs are formal schools recognised by MoE, the permanent continuation of the CBC under MoE management is the desired and most sustainable option. Thus the first choice institutionalisation model is continuation of IP-administered sites by MoE as CBE, with the exception of cases where MoE has established gender appropriate schools close by, eliminating the original criteria for the particular CBC. The following strategies will be used to bring CBC under full MoE management:

i. MoE DED Phased Takeover of CBE Management

- First priority
- A firm handover/institutionalisation date will be set by the IP, DED, and hub school principal.
- DED will take on an increased amount of responsibility whilst planned phase-out of responsibility occurs with the implementing partner.
- IPs facilitate meetings and workshops on gradual handover of classes to MoE and train DED on relevant aspects of handover.
- DED takeover will occur in a phased approach over four consecutive years. For example, if CBE runs from grade 1-9, handover begins at grade 6 and finishes at the end of grade 9. Phases will proceed as follows:
 - Year I: DED provides monitoring support and textbooks;
 - Year II: Partial administrative and managerial support;
 - Year III: Full administrative and managerial support;
 - Year IV: Full financial support.



ii. **Multi-year Handover to Community Institutions (CDC, ESC, SMS) under Citizens' Charter framework:**

- Second priority
- Full handover to CDC, managed by the ESC/SMS, with a four-year phased approach similar to 'MoE Phased Takeover of CBC Management (i)'.
 - The CBE classes would still be under the oversight of the MoE; however, the Shuras would provide management, administrative, and possibly financial support when MoE resources do not allow for the DED phased takeover to occur.
 - The ESC would assume the day-to-day responsibilities of the CBC: general oversight, classroom maintenance, teacher monitoring, and assistance in the teacher selection process.
 - CDC would advocate for CBE to the MoE and apply for Citizen's Charter investment funding (when available) and support the ESC in classroom management when needed.
 - SMS members will serve on the ESC at the village and cluster level and should provide education technical support when needed. ESCs and CDCs will work with the SMS, hub schools, and DED to ensure that students are enrolled, teachers are registered, and MoE guidelines are being followed.
- IPs facilitate meetings and workshops on gradual handover of classes to MoE and train CDCs, ESCs, and SMSs in relevant areas.
- Communities would prioritise CBC for partial block grant or investment grant funding and petition MoE for financial support.
- SMS would assist in transition for girls and others at risk of dropping out.

iii. **IP Contractual Model:**

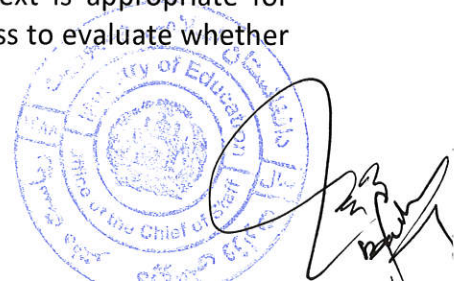
- Third priority
- In this option the IP, or a vetted local NGO, would be contracted to implement via on-budget or donor-pooled funding. The curriculum, teachers, and other aspects of school would continue to be implemented according to MoE standards but the CBC would be managed by the CBE provider, reporting to MoE.

12.3 Option 2: Upgrading

In certain and infrequent cases CBC/ALP are upgraded to public school status. The following provisions apply to CBC upgrading:

12.3.1 A CBC/ALP may be upgraded to a public school when the number of school-aged children reaches 50 or above, when the grade spread is one academic cycle, and when the cultural and security context are deemed appropriate by the IP and hub school SMS.

12.3.2 The MoE (CBETU, DPE, PED) and IP will decide when the context is appropriate for upgrading. The MoU (CBETU and DPE) will establish a standardised process to evaluate whether



a CBC/ALP should be upgraded. MoE (PED, DPE) will collect information on which schools require upgrading. This information will be shared with CBETU for tracking and consolidation of efforts.

12.3.3 Individual CBCs may, in cases where there is the need, facilities, and opportunity, combine to form a school with multiple grades. This will allow schools to increase efficiencies related to teachers, teaching and learning materials, and to target curriculum more specifically to grade levels. This is also mentioned in section 5.6.

12.3.4 If the community desires the CBC/ALP to be upgraded, it may with the help of the CBC/ALP provider request that the MoE (PED) include their CBC/ALP in the priority list of establishing new primary schools.

12.4 Option 3: Integration

12.4.1 A CBC/ALP may be integrated into a hub school when the government constructs a school annex or new public school that eliminates the distance and/or other original barriers necessitating the CBC/ALP.

12.4.2 Integration in an existing school over 3km away should be considered only in the event that multi-grade options have been explored and deemed inappropriate and at least 80% of students are able to travel to the hub school. In the event that the above criteria have been met, the CBC/ALP would still be able to petition the local hub school principal and DED to remain open.

12.4.3 In the case that CBC/ALP is integrated, teacher(s), students, supplies, and teaching and learning materials will be integrated into the hub school.

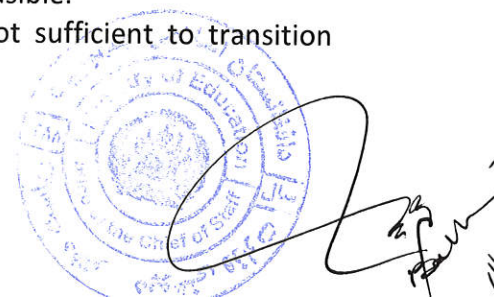
12.4.4 In cases where CBE students are integrated into another school or are transitioned to another school and not a continuing CBC/ALP, the new school will undergo formal preparations for accepting the CBE students. These preparations will include the following:

- i. A formal action plan for taking accepting students;
- ii. Obtaining the Tashkeel for the handed over classes;
- iii. Ensuring suitable learning space for transitioned students;
- iv. Facilitating exposure visits for students before they are transitioned in order to build familiarity and to begin the psychological transition to a new environment.

12.5 Delayed Handover

12.5.1 If at time of assessment the intended handover plan, Plan B, and other options are not feasible, the IP and MoE can mutually agree upon delayed handover. Delayed handover may be employed under the following circumstances:

- i. The initial transition plan and 'Plan B' is not deemed feasible.
- ii. Resources or capacity of hub school and DED are not sufficient to transition CBC/ALP.



- iii. If it is deemed likely that upon transition the CBC/ALP will not be supported, or that handover to MoE will result in loss of access for more than five students, the school may continue under delayed handover.

12.5.2 In the case of delayed handover, the following will apply:

- i. IP and off-budget support continues to the greatest extent possible;
- ii. A new handover date will be set at beginning of grade 9 with re-evaluation of DED and CDC capacity;
- iii. If a new capacity assessment demonstrates the inability to implement the aforementioned handover/institutionalisation mechanisms, CBC providers will discontinue service after the completion of an agreed upon year by donors and the implementer.

12.5.3 In cases of delayed handover, the IP may choose to consolidate existing students into multi-grade classes, especially if they are within a proximate grade spread.

12.5.4 The private sector and private educational models should be examined in cases in which delayed handover continues without prospect of MoE managerial takeover. In this case IPs, in coordination with MoE (DEDs and PEDs), shall lead in identifying and cultivating potential private sector support of education specific to the region in question.

12.6 The Role of the Implementing Partner After Handover

12.6.1 The IP is required to provide one year of follow-up support after full handover to MoE, to be budgeted for in initial development. MoE (CBETU) will provide letters of access to IPs, allowing continued third-party monitoring by either IPs or DPs. IP support will focus on the following areas:

- i. Monitoring of CBC handed over to hub school. IPs will continue to upload monitoring data to the EMIS system.
- ii. Ensuring proper transfer of students, teachers, their attendance, availability of textbooks and handover of all the learning materials, laboratories, libraries, and any other relevant documents and materials to the public school.
- iii. Follow up activities will be coordinated with MoE (DED, PED, hub school SMS) and joint visits held wherever possible. This will enable capacity development of MoE and sensitivity to the concerns of transitioning students and teachers.
- iv. Monitoring data will continue to be made available to IPs after the transition for a period of three years.
- v. Teacher development/advocacy where possible and within budgetary constraints.

12.6.2 MoE may ask IPs to continue to provide support after the one year, and IPs may continue if they agree with the request. In this case IPs will be responsible for finding funding or the government may contract them directly if funding exists. The process and criteria for eligibility of continuation beyond one year will be developed by the MoE (CBETU and DPE).



12.7 Termination of a CBC

12.7.1 A CBC can be terminated under the following conditions:

- i. Student enrolment drops below 10. However, special permission can be requested from the MoE (PED) to continue the class, and the delivery partner will be responsible for identifying alternative pathways to education for the remaining students, such as transport provision, or distance or Sameh education.
- ii. The security situation endangers the safety of implementing partners, children, teacher, and the community at large. These reports must be approved by the local authority (DED), and then verified by district police.

In all cases of closure the IP will inform the DEDs and PEDs in writing regarding the termination of a CBC.

12.7.2 Teacher resignation will not automatically signal termination of a CBC. If the teacher resigns the MoE (PED) has the responsibility to find another teacher for the class. If this cannot be accomplished within one year the CBC will be considered for termination. Before this occurs, the MoE (CBETU and PED) will first explore all distance learning options and private sector options. Multi-grade consolidation will also be explored if it may increase the class size to make a better case for upgrade to a public school.

12.7.3 In the event that students lose access to education, the MoE (PED) will ensure that students receive access to hub schools, any distance education options, or as last resort, Sameh education.

13. Provisions for Accelerated Learning Programmes

13.1. Definition of Accelerated Learning Programmes

13.1.1. Accelerated Learning Programmes (ALP) are a type of Community Based Education, discussed above. The policies and guidelines which apply to CBC similarly apply to ALP. Specific policies related to other aspects of ALP are set out below.

ALPs and CBCs have the following differences:

- i. The ALP is designed so that students can complete two grades per year from grades 1-6 with reduced winter and/or summer vacations.
- ii. CBCs' first grade is for children aging 6-9, and ALPs' first grade is for children aging 10-15.
- iii. In ALPs grade 1-3 students attend class six days per week (Saturday-Thursday) for five hours each day, totalling 30 teaching hours per week.
- iv. During summer the duration of teaching periods shall be 45 minutes and during winter it shall be 30 minutes. Students are provided with 15 minutes for



recreation. The timing of the daily lessons depends on the decision of the community members.

- v. In grades 4-6 of ALPs, students shall attend classes six days per week (Saturday-Thursday) for six teaching hours each day, totalling 36 teaching hours within a week.

13.2. Enrolment in ALP

13.2.1 Children who were unable to join school between the ages of 6 and 9 and who are between the ages of 10 and 15 will be enrolled into ALP after examination of their ID cards. If they do not have an ID card, their ages shall be determined by looking at their appearance and making an estimation. After enrolling, their parents shall be asked to obtain ID cards for them. Aspiring learners aged more than 15 years should be encouraged to enrol in adult literacy programs.

13.2.2 The ALP students shall be enrolled by a commission made up of the representative of the SMS, the teacher of the ALP class and the principal/headmaster of the hub school.

13.2.3 The Student Selection (Enrolment) Commission obtains the filled-in enrolment form from the parents of the children and keeps it aside for further reference.

13.2.4 The mentioned commission prepares a complete identification for the newly enrolled students with two copies according to the registration book, and these are kept for further reference.

13.2.5 The teacher lists the enrolled students within the attendance book and begins teaching them.

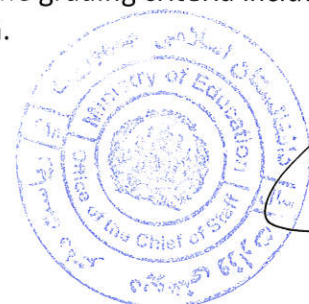
13.2.6 Emphasis and attention should be placed on girls' education, with most registration focused around female students.

13.2.7 The students located closer to an ALP shall be selected and enrolled into ALP.

13.3. Procedure for examinations

13.3.1 Within ALP, examinations shall be given according to the Examination Guidelines for General Education Schools. The teachers of ALP will need support and training in designing and conducting examinations and assessments as per the requirements of ALPs.

13.3.2 The ALP students' exam papers shall be marked according to the grading criteria included within the Examination Guidelines of the General Education program.



13.3.3 The examinations of the ALP shall be given in written, verbal, verbal-written, and practical formats.

13.3.4 Only students who can complete 85% of attendance within ALP Learning Centres shall be allowed to participate in the examinations.

13.3.5 Students with valid excuses that satisfy the teacher can be allowed to take examination by completing 75% of the term attendance. Valid excuses may be sickness with a health certificate from a director or the village elders (if there is no director in the village), traffic accidents, death of close relatives, unexpected events such as earthquakes.

13.4. Enrolment of ALP Students into Public Schools

13.4.1 After the students graduate grade 6 of the ALP, they shall be enrolled into grade 7 of an MoE hub school, to which this ALP is planned to be clustered, or to an existing secondary CBC in their community if available.

13.4.2 The enrolment of the ALP school students into other MoE general schools can be followed through the approval of the hub school principal, following a check of the total results of the new students.

13.4.3 ALP IPs must prepare a complete list of the grade 6 graduates and send it formally to the MoE's DED, and attach the identification cards and the result sheets.

13.4.4 ALP students who move to a location without an ALP learning centre before completing grades (4,5 or 6) for any reason shall be admitted into MoE general education schools by checking their transfer papers and receiving approval from the hub school.

13.4.5 Since the ALP learning classes are not repeated for the same grade, the students who fail can be admitted into the same class after checking their certificates.



14. Communications

Upon final approval by the MoE, this revised policy and guidelines document will be communicated to relevant stakeholders for awareness, understanding, and implementation, both external and internal to MoE.

14.1. External Stakeholders

14.1.1 External stakeholders have been involved throughout development of this policy document. When finalised, this policy document will be disseminated to stakeholders by the HRDB Unit, tasked with policy-related communications between GIRoA and the international community. Dissemination will be paired with an official launch event including the central MoE, IPs, DPs, and PEDs/DEDs as feasible, as well as Citizen’s Charter and other relevant government entities as a kick-off to policy implementation and related trainings. IPs and DPs will be expected to disseminate new policy guidelines within their organisations.

14.2. MoE

14.2.1 This document will be disseminated internally within MoE by the office of Deputy Minister for General Education. This document will be shared with key personnel from various directorates and departments, who will in turn be expected to disseminate the information vertically to the provincial and district levels.

14.2.2 This document will also be sent directly to PEDs and DEDs through established MoE processes, followed by appropriate manuals and workshops.

15. Implementation and Monitoring

15.1. Implementation

15.1.1 After finalisation of this policy document, the CBETU, in coordination with other relevant departments, will develop a specific implementation plan for policy document implementation. This implementation plan will include specific activities necessary for policy implementation, a timeline, and specific roles designated for MoE departments. The implementation plan will include locations and detailed implementation at the provincial and district levels.

15.2. Monitoring

15.2.1 After finalisation the MoE will lead development of a monitoring plan for this policy document in coordination with Academic Supervision. The final monitoring plan will include key indicators to be measured and detail how these indicators will be tracked.



16. Final Provisions

16.1. Enforcement

16.1.1 MoE and all national and international partners will be required to implement and adhere to this document after signature by H.E. the Minister. The MoE (DPE) will ensure PED and DED guidelines will be amended accordingly to reflect the policy implementation details herein, and ensure local level follow-through, starting the effective date of this policy commencing January 2018. Programmes entering design phase after the January 2018 effective date of this policy will be under mandate to adhere. Existing programmes are encouraged but not mandated to make changes to their current programmes in order to comply with the new CBE Policy and Guidelines, given the disruption and expense this could imply.

16.2. Review

16.2.1 This policy document will be reviewed with consideration for revision not less than two years or not more than five years from the effective of the policy document.

16.3. Location and Material for Delivery of this Document

16.3.1 This document is available from the General Education Directorate of MoE. It can be found online at www.moe.gov.af.

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Reviewed by:
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Senior Advisor General Education

Approved by:

Dr. Mohammad Ibrahim Shinwari
Acting Minister of Education

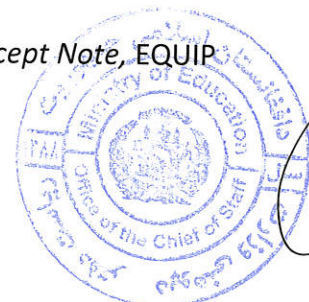


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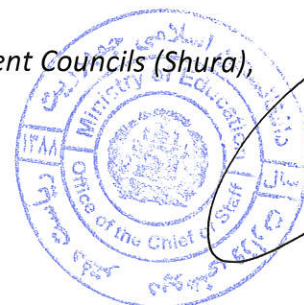
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Annex A: CBE Standard Package

Introduction

As part of the 2018 revision of the Community Based Education Policy and Guidelines, CBE implementers, donors and the Ministry of Education (MoE) have agreed upon a standard package for CBE provision in preparation for a standard costing framework, to be developed after further consultations in the first quarter of 2018. This document is the result of a series of discussions between CBE implementers, MoE, and Development Partners on the minimum standards for CBE provision, priorities for CBE, consolidation of the costs incurred by each CBE implementer, and the importance of value added costs in addition to the standard CBE package.

This document has been compiled and reviewed by Aga Khan Foundation (AKF), International Rescue Committee (IRC), UNICEF, CARE, Save the Children, CRS, BRAC and Swedish Committee for Afghanistan. Local NGOs have also been consulted. AKF, IRC, and UNICEF have been critical leads of this process. The contribution of the MoE's General Education Directorate, Planning Department, and Teacher Education Department has been critical to reaching agreements. CBE Development Partners of the Steering Committee of the CBE Working Group, including Australia, Canada, Finland, Norway, Sweden, US, and UK, are also aware of this document, as both on-budget and off-budget allowances may be affected.

Position on CBE Provision and Costing

When establishing a standard package and costing range for CBE, the emphasis must be on the pillars of access, quality and management. These concerns must remain at the heart of discussions around cost effectiveness. It is not enough to talk about numbers of children attending CBE if quality learning is not occurring, and if the most marginalised children are not being reached, or if children are prevented from educational access when an emergency or a conflict happens. At the same time, standards and associated costs must be set responsibly to ensure that as many children can be reached and can achieve sound learning results through CBE funding as possible.

Sustainability must also remain at the centre of the costing discussion. IPs recognise that the ultimate responsibility over CBE students lies with the MoE, and that the MoE is accountable for the continuation of CBCs/ALPs established through MoUs once the IP/DP commitment has ended. As such, a costing range must be set that is affordable within MoE budgets.

Community Based Education Quality Minimum Standards (CBEMS)

The minimum package of costs related to provision of a quality CBE class includes the following:



Teachers

- i. Teachers salaried according to MoE standards for pre-school, CBC, and ALP (two teachers per classroom per ALP) and other associated teacher recruitment.
- ii. Trained teachers receiving follow up in-service development

Learning environments

Infrastructure

- iii. Classroom space conducive to learning [based on the Inter-Agency Network for Education in Emergencies (INEE) *Minimum Standards for Education*, see Annex A section iii]
- iv. Heating system and supplies
- v. Potable water
- vi. Sanitation, and hygiene facilities, based on need, critically for girls and particularly adolescent girls.

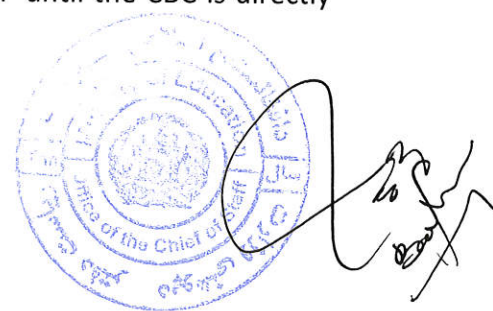
Teaching and learning materials

- vii. Sufficient classroom kits (including carpets, blackboard, teaching aids for walls, etc.)
- viii. Sufficient student kits (including a school bag/backpack, notebooks, pens and pencils, etc.)
- ix. Sufficient teacher kits (including teacher manuals, teaching aid material, notebooks, pens, and pencils, etc.)
- x. Sufficient and complete sets of necessary textbooks;

Management

- xi. Strong classroom management, monitoring and oversight
 - a. For CBE where implementing partners remain responsible for delivery (i.e. where handover to MoE full management has not yet taken place), the following components are considered to be crucial aspects of the delivery of minimum standards, which IPs will factor into direct programme costs:
 - Transportation for social mobilisation and monitoring, distribution of supplies, including textbooks, classroom kits, hygiene kits, and other supplies.
 - Direct project staff for the implementation of the CBE quality minimum standards. Full definitions of programme, operational and administrative costs will be developed and provided in the costing framework, which will be added to this policy.
- xii. Social mobilisation activities (mainly performed by social mobilisers responsible for CBE mapping, class establishment, monitoring, hygiene training, and transition of students into hub schools).

Costs of transporting classroom materials should be incurred by the IP until the CBC is directly managed by MoE.



Costs of the delivery of the standard package may be covered by the IP, MoE and community in some combination. Responsibility for covering these costs (in some cases in-kind, rather than through funding) will be agreed in the MoU.

Operational costs and overheads, including monitoring costs requested above MoE standards by internal organisations or their donors, are the unique responsibility of the IPs, and do not require any form of takeover by the Ministry of Education once the classes are handed over.

CBEMS Breakdown

i. Teacher salary

CBE teachers are paid according to the Ministry of Education salary scale. An average monthly teacher salary is approximately \$115 as of January 2018.

For grades 4-6, according to MoE policy two teachers are required per class, which according to MoE standards equates as 1.25 teacher salaries, since one teacher is not required to teach the the number of hours that constitute full-time employment. For grades 7-9, three teachers are required equating to 1.5 teacher salaries.

Most CBE implementers pay one teacher one full salary, which equates to two teacher salaries for grade 4-6 and three teacher salaries for grade 7-9. This is due to the fact that CBEs are in remote areas, and it is not possible to hire a qualified teacher by paying them a partial salary. CBEs are located far from each other, and CBE teachers are not able to work in multiple classes to make up a full set of teaching hours, as is the practice in formal public schools. Some CBE implementers run schools that are close to one another, in which case it is possible for teachers to split their time between several classes and the time can be allocated proportionately.

ii. Trained teachers receiving in-service teacher development

The majority of CBE teachers do not have the minimum qualifications that the MoE requires of teachers, nor do they have much experience teaching. It is common practice, enshrined by the CBE policy, to select the best available candidate within the local community, with a particular focus on selecting women to be CBE teachers. As such, CBE teachers often have not finished school themselves and may have lower than grade 12 education.

A differentiated package for teacher education should be developed according to the education level of the teachers. Each package must be linked with the MoE's competency-based credentialing system so that teachers are able to gain formal credentialing as per the training received, and are able to be absorbed into the formal system. This is critical to sustainability, enabling the retention of competent teachers. With quality education provision as the first priority, teachers should be trained for 60 days in the first year of the project, with 15 days of refresher/subject upgrading training each subsequent year.



Teacher training costs include master trainers' salaries, transportation, training materials and refreshments.

iii. Classroom space conducive to learning

It is general practice that space for a CBE class should be provided by the community as an in-kind contribution. In rare cases where there is no available space, a space may be rented for the class in an available facility, such as a shop. Costs for this are usually not high.

As per the CBE policy, the CBE classroom should adhere to the Inter-Agency Network for Education in Emergencies (INEE) *Minimum Standards for Education*:

- a. Protection from climactic conditions.
- b. A room in good condition with sufficient light and ventilation to allow the number of children attending the class to learn successfully with safety taken into consideration.
- c. Sufficient space should be considered for each child.
- d. The room needs to be easily accessible to all boys and girls in the village who want to attend the CBC, including children with disabilities.
- e. There should be a toilet close by accessible to all children – girls, boys and children with disabilities.
- f. Safe drinking water is to be available near the classroom.
- g. The space is safe for children as per declaration on Safe Schools, with space free from weapons, drugs, and illegal activities.
- h. The class should be located in an area free from noises and bad smells.
- i. The classroom should be clean.

iv. Heating system and supplies

In cold areas, classrooms should contain a heating system (bukhari) and fuel. In hot climates, the bukhari should be substituted for a fan for cooling. The bukhari or fan are a one-time cost; fuel needs to be calculated yearly. In some areas with temperate climates, neither heating nor cooling is needed for CBE classes during the winter or summer break. In areas of extreme heat during the summer and cold during the winter, both heating and cooling may need to be provided during the year. Where costs for this exceed the maximum unit cost, IPs should present a justified case for increased expenditure on heating/cooling costs and the community should be mobilised to contribute to the cost if possible (fuel and maintenance).

v. Potable water

Children should have access to clean drinking water, either provided by IPs or by the community.

vi. Sanitation, and hygiene facilities, based on need, critically for girls.



It is necessary for children, particularly adolescent girls, to have access to latrines that are clean and private. Since CBCs are usually held in a borrowed space such as the house of a teacher or community member, it is sufficient for children to have access to a latrine in that house or close by. Community members are responsible for identifying a latrine that children can use, and the SMS and/or students are responsible for keeping it clean. Clean water for hand washing should also be available. These contributions are considered in-kind.

vii. Classroom kit

At a minimum, classrooms should contain a floor covering, a blackboard and eraser, chalk, a water bucket for washing, a water dispenser and cups, a progress book, attendance book, a map, wall charts, and trunk or storage kit. The blackboard, water bucket, water dispenser and trunk are one-time costs, purchased when a class is established. The rest are replaced yearly. Some IPs operating in areas with a high number of IDPs and returnees also include tents within the classroom kit package since classroom space is not available or not sufficient.

viii. Student kit

Students should have pens, pencils, notebooks, paper, ruler, eraser, calligraphy pen or stick and ink, crayons, pencil sharpener, slate board, and a bag. CBE students are from the poorest rural communities who do not have easy access to learning materials and cannot afford to pay for them, therefore student kits are an essential provision to ensure children attend class and learn. Student kits are replaced yearly. Kits for ALP students are replaced twice yearly or contain double the amount of materials.

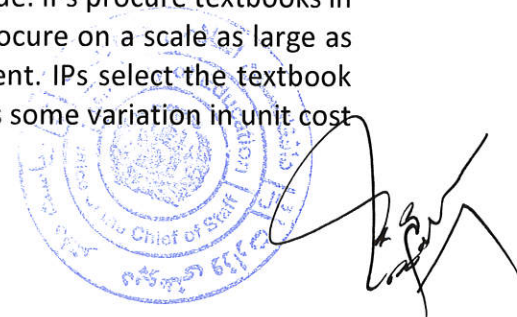
ix. Teacher Kit

Teachers should have paper and card stock, pens, pencils, eraser, pencil sharpener, glue, tape, ring binder, hole punch, stapler, markers, calendar, a writing pad, and briefcase or bag. Teacher kits are replaced yearly. The price for these materials may differ according to market availability. The unit costs are higher than the MoE's due to being unable to procure on the same large scale as the MoE. A different kit is made available for Education in Emergencies (EiE) CBE programming, which include two tents, a school in a box kit with classroom, teacher and student materials, a floor mat and blackboard. Since EiE programming is more short term and may last for one year only, a separate costing model is required

x. Textbooks

Where possible, textbook procurement for CBE classes should be done by the MoE or in partnership with the MoE. This will reduce costs and improve CBE linkages with hub schools. However, where this is not possible, IPs will provide the textbooks. This will be agreed at the MoU stage.

A set of standard MoE textbooks is required per student for each grade. IPs procure textbooks in a manner that is as cost-effective as possible, but are not able to procure on a scale as large as the MoE, therefore the unit costs are higher than for the government. IPs select the textbook providers with the best available quality for the lowest price. There is some variation in unit cost



due to different vendors having different costs (depending on quality and availability), delivery costs, and different scales of procurement (with larger scale bulk purchases being cheaper, but not always possible). ALP classes get two sets of textbooks in one year, since they study two grades per year.

xi. Strong CBE management, monitoring and oversight

Transportation costs for social mobilisation and monitoring, distribution of supplies, including textbooks, classroom kits, hygiene kits, and other supplies, and any security necessary for these tasks.

Monitoring of classes must occur on a regular basis (at least once a quarter, and maximum once per month). While SMS and PED representatives are responsible for providing on-going support to the class, particularly after handover, IPs are responsible for ensuring quality service provision and assessing progress against targets. Costs differ depending on the remoteness of the community and the distance of CBE classes from each other. Monitoring costs include local salaries for field staff and transportation.

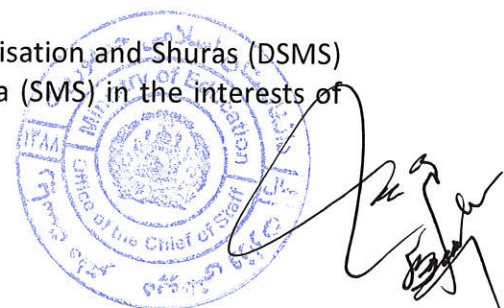
Transportation costs are also required for direct classroom inputs such as delivery of classroom materials, and as such will be considered as a direct programme cost.

Direct project staff for the delivery of CBE quality minimum standards. Full definitions of programme, operational and administrative costs will be provided in the costing framework that will follow this policy. A number of costs relate to the running of a CBE including project managers' salaries, vehicle rental, and regional/provincial/district office costs. Costs differ depending on the operating model of individual organisations.

xii. Social mobilisation activities (mainly performed by social mobilisers responsible for CBE mapping, class establishment, monitoring, hygiene training, and transition of students into hub schools)

When a CBE is established, an IP needs to visit the community to build support for the class, including encouraging parents to register their children, establishing a Shura, and helping the community locate space to hold the class. This cost consists of transportation to the community and staff salaries. Effective community mobilisation is particularly important when establishing girls' classes, as evidence from conservative areas shows communities are open to classes for boys but less open to classes for girls. Sometimes IPs are required to visit and sit with communities several times together with elders, PED/DED representatives and Shuras in order to encourage parents to register girls in classes. Community mobilisation costs are higher for areas where CBCs are more remote or far from each other, and where communities are more conservative and require more visits before a class can be established.

Where possible, IPs will engage with the Department of Social Mobilisation and Shuras (DSMS) to channel mobilisation through the local School Management Shura (SMS) in the interests of



sustainability and cost effectiveness. This will be less possible and less impactful in areas where SMSs have not been established yet or have low capacity.

CBCs/ALPs are overseen and monitored by an SMS responsible for visiting the class and monitoring the classroom conditions and teacher attendance, following up on absenteeism and drop-outs, advocating with local education authorities on behalf of the class, resolving local disputes, and communicating issues on behalf of the community and the IP. As IPs move towards sustainability pathways offered through the Citizen Charter programme, the role of education Shuras is even more critical in supporting on-going management of the classes.

A standard training package for CBE Shuras will be compiled by IPs and agreed with the DSMS, including an agreed number of days and the topics for training (potentially including gender, classroom monitoring, hygiene, conflict resolution, strategies for addressing drop-out and non-attendance, advocacy, child rights, and child safeguarding).

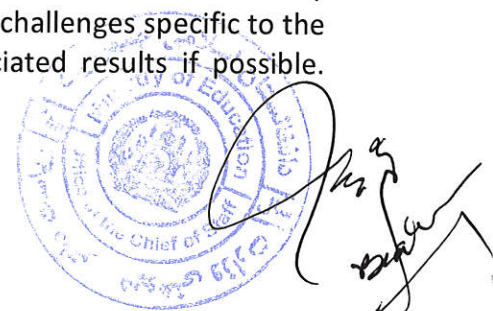
Shura training costs include master trainers' salaries, transportation, training materials and refreshments.

Value Added Costs

As per the NESP III and the 2018 CBE Policy and Guidelines, value added costs (VAC) may be included in CBE provision with the agreement of the CBETU at the MoU signing stage. These costs improve the quality of learning for CBE students and support equitable access for marginalised groups such as adolescent girls and children with disabilities. VAC costs may include but are not limited to:

- Libraries and resource centres
- Supplementary teaching and learning materials (aside from standard textbooks)
- School or class construction
- Classroom improvement projects
- Health and hygiene kits for adolescent girls
- EdTech
- Mobility, hearing or visual aids
- Sports materials
- Playground materials
- PED/DED capacity development/system strengthening
- Science labs for LSCBE classes
- Additional teacher development support such as Teacher Learning Circles

VAC should be considered on a needs basis with strong justification for their inclusion. They should propose innovative or proven solutions for learning and equity challenges specific to the Afghan context, referencing existing literature or research on associated results if possible.

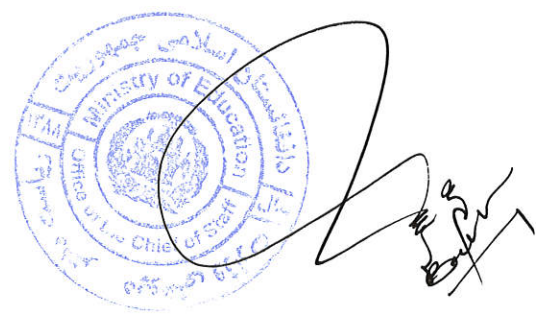


Prioritisation of individual components of VAC should depend of the context of the individual classroom and be carefully considered and justified.

Overheads

Through the CBE Working Group, the MoE (GED and DPE) in collaboration with IPs and DPs, using the information in this document, will establish a standard base cost per CBE student in Afghanistan. This base cost will comprise project costs.

Of all programme costs, no less than 70% should comprise project costs, up to 23% administrative costs, and up to 7% overhead costs. The administrative and overhead costs will not affect the CBEMS price range. The costing framework will define each of these categories and the types of activities that fall into these categories.



Annex B: Terms of Reference CBE Working Group (Draft)



CBE/ALP Working Group Terms of Reference

August 2017

Goal of Working Group

A coordinated Community Based Education (CBE) sector providing comprehensive CBC and ALP coverage to all children who fit the CBE and ALP policy criterion, meeting or exceeding NESP III targets, managed by a robust CBE Transition Unit (CBETU).

Introduction

The CBE Working Group is hereby formed under the Access Coordination Committee of the National Education Strategic Plan (NESP) III Steering Committee.

Formerly, a CBE Sub-Working Group existed under General Education, which worked to consolidate and coordinate CBE implementers' work and reporting in connection with the MoE's CBETU. Separately, a CBE Roundtable existed, chaired by DFID and Global Affairs Canada, where multiple stakeholders, including IPs, MoE, DPs, and multilaterals met to plan for CBE coordination and sustainability. This CBE Working Group ToR has consulted and consolidated both ToRs, and aims to coordinate CBE efforts, and CBE stakeholders, under the vision and implementation planning umbrella of NESP III, and via development of the MoE's CBETU towards total management of CBE/ALP.

All stakeholders have been concerned about fragmentation, lack of coordination, and sustainability, given the history of CBE and ALP as off-budget activities heavily lead and influenced by donors and NGOs, disparities in approach and cost, and lack of clear organisation and needs-based geographic coverage.



At the same time, CBE (which includes most ALP programming in terms of modality) is a proven and effective way to reach hard-to-reach students in Afghanistan, particularly girls, with proven high student learning outcomes. The propriety of the modality, particularly for a large percentage of rural villages that are unlikely to meet population requirements for school construction, and unlikely to see the distance barrier to school otherwise resolved, paired with the success of the outcomes, makes it a priority to coordinate off-budget donors and implementers, and support CBE Unit development towards maintenance of current CBE classes and systematic expansion to reach larger numbers of the 4.5+ million out-of-school children. Currently close to half a million students are served via CBE/ALP, but several million more live in CBE/ALP catchment areas.

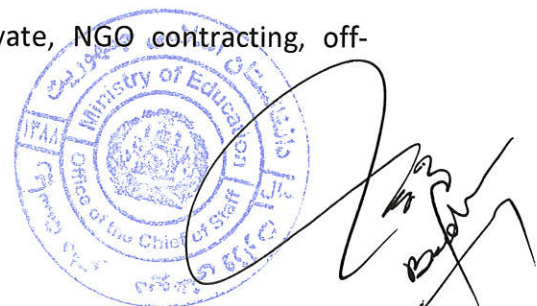
The formation of this Working Group is aligned with the revision of the 2008/2012 CBE Policy to an upgraded 2018 CBE Policy and Guidelines. This Working Group, like all NESP III Working Groups, aims to oversee progress on NESP III implementation planning, in this case pertaining to CBE and ALP. One critical avenue will be through production and application of the 2018 CBE Policy, and another will be through support and development of the CBETU to achieve the 2021 Working Group Outcomes agreed in this document, towards NESP III targets.

Goal of Working Group

A coordinated Community Based Education (CBE) and Accelerated Learning Programme (ALP) sector providing comprehensive CBE and ALP coverage to all children who fit the CBE and ALP policy criteria, meeting or exceeding NESP III targets, managed by a robust CBETU.

2021 Working Group Outcomes towards Goal

1. A revised CBE policy and implementation guidelines by December 2017, improved towards sustainability, harmonisation, and comprehensive coverage, comprehensively implemented by 2021.
2. A standardised, cost-effective, quality CBE service package with flexible components for degrees of marginalisation including distance, security levels, disability, and other barriers.
3. Up-to-date and accurate service-delivery mapping and gap analysis, updated at least annually.
4. CBE/ALP maintenance plans, priority geographic and grade level expansion plans, and responsibility allocation agreed among MoE, IPs, and DPs, in accordance with the CBE policy.
5. A vibrant knowledge management system that maintains and stores relevant research, organises dissemination and presentations, and facilitated strategy sessions related to evidence.
6. Systematic certification and integration of CBE teachers into MoE structure; including Tashkeel.
7. Established sustainable funding model(s), e.g. public-private, NGO contracting, off-budget funding window, and/or on-budget.



- Enhanced organisational structure, systems, and human and technical capacity of the CBETU towards total management of CBE, including functions of this working group, and development and maintenance of coordination mechanism with PEDs and DEDs.

Working Group Activities towards 2021 Outcomes

A variety of Working Group activities may support the above activities, including but not limited to:

- Identification of TA needs, and mobilisation/allocation of TAs.
- Coordination towards policy needs and decisions, e.g. through workshops or committee work.
- Coordinated stopgap work, such as but not limited to mapping and geographic allocation, together with CBETU development, towards the above outcomes.
- Identification of research needs, commissioning, dissemination, and utilisation of CBE/ALP research and evidence.
- Mutual and targeted advocacy towards above outcomes, for resource allocation and particular decisions, e.g. with DPs, various departments, or other ministries and national programs, such as TED, the Ministry of Finance or Citizen's Charter.
- Identification and resource mobilisation for CBETU or other related MoE human, software, or system resourcing needs.

Members of Working Group

MoE: Planning and Policy, GE (CBETU, Academic Supervision, Social Mobilisation), Gender, TED, Literacy, PED CBE Working Group representatives (two).

IPs: AKES, AKF, COAR, CARE, CRS, NRC, SCA, SCI, WADAN

Multilaterals: UNICEF, World Bank

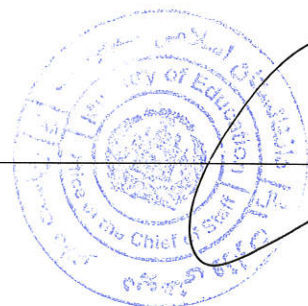
DPs CBE: Australia, Canada, Finland, Norway, Sweden, UK, USA

Other DPs: Recommended to attend, given NESP III access interest/potential for reaching OOSC

Roles and Responsibilities

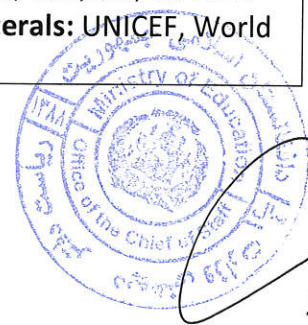
Roles and Responsibilities will remain in place for two years, unless there is a resignation or a majority vote of no confidence, called by any member. The first changeover of roles will be September 2019.

Role	Responsibilities	Lead at Inception
Chair	<ul style="list-style-type: none"> Calling and facilitating Advisory Group and WG meetings Ensuring compliance with NESP III Access Coordination Committee (ACC) designated Working Group responsibilities and this ToR Reporting to ACC 	General Education (CBETU)



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Co-Chair	Collaboration in the above	Dfid
Advisory Group	Agenda-setting, via CBE Working Group planning meetings called by the above or other means of communication.	<ol style="list-style-type: none"> 1. General Education Rep 2. Planning Dept. Rep 3. NGO 1 Rep 4. NGO 2 Rep 5. DP 1 Rep 6. DP 2 Rep 7. UNICEF
Committees	Take forward particular issues/work categories outside of WG meetings with relevant entities, e.g. costing, teacher certification, research	As needed. Any WG member may lead.
Caucuses	<ul style="list-style-type: none"> • NGOs and Development Partners, and potential other categories meeting independent of other categories • Reporting back to WG or Advisory Group as relevant 	NGO Lead: STAGES (AKF) DP Lead: Canada
Coordinator	<ul style="list-style-type: none"> • Report consistently to Planning Dept. • Support logistics of WG 	Planning Dept: Siddiq Majidi
Information manager	<ul style="list-style-type: none"> • Develop and maintain disaggregated contact lists. • Manage files and drafts related to WG, shared or otherwise. • Lead research/knowledge management committee • Lead reporting responsibilities along with • Maintain lists of committees; goals, progress, etc. 	TBD
Members	<ul style="list-style-type: none"> • Attend consistently • Ensure WG knowledge continuity within membership • Submit one vote per organisation or named dept. when needed • Adhere to CBE policy and adopted decisions of WG towards NESP III CBE/ALP implementation 	MoE: Planning and Policy, GE (CBTU, Academic Supervision, Social Mobilisation), Gender, TED, Literacy, PED CBE Working Group representatives (two). IPs: AKES, AKF, COAR, CARE, CRS, NRC, SCA, SCI, WADAN Multilaterals: UNICEF, World Bank



		<p>DPs CBE: Australia, Canada, Finland, Norway, Sweden, UK, USA</p> <p>Other DPs: Recommended to attend, given NESP III Access interest/potential for reaching OOSC</p>
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Meeting Types, Frequencies, Schedules

Meeting Type	Frequency	Schedule	Standing Agenda
CBE Working Group	<ul style="list-style-type: none"> Once every two months, set If necessary, in off months as well 	Third Tuesday of every month, starting September 2017	<ol style="list-style-type: none"> 1. Reports from CBETU 2. Reports from tasked committees and action decisions for progress 3. All-group issue discussion (1-2 per session) 4. Decisions on next steps
Advisory Group	As agreed, and as called by chairs, no less than once every two months	As called	none
Committees	As needed	As needed	none
Caucuses	As needed, and as called by caucus leads	As called	none

Voting

Should certain decisions necessitate voting, as decided by the Advisory Group, each entity named a member in this ToR, and any added (as recorded in ToR Change Tracking, see below) receive one vote each. It is acknowledged that many MoE units/entities are represented in this Working Group.

ToR Change Tracking

This ToR is to remain a living document, to be adjusted as necessary. Changes will be tracked here.

Change	Justification	Date

