



**PROPOSAL TO THE GLOBAL PARTNERSHIP FOR EDUCATION (GPE)
FOR A CATALYTIC CONTRIBUTION TOWARDS
IMPLEMENTATION OF AFGHANISTAN'S EDUCATION INTERIM PLAN (EIP)**



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PROGRAMME DOCUMENT

FOREWORD

Increasing access to education of ever-improving quality is the single most important source of hope for sustainable peace and development in Afghanistan. There is no more compelling priority today than to provide the current generation of boys and girls with the opportunities that were denied to their parents, thereby allowing them to grow to their full potential and helping the country shift its focus firmly to the future and to the goal of freeing itself from the conflict, poverty and chronic under-development that have mired its recent history.

Every Afghan child has the right to go to school, to complete a quality primary education, and to continue on to secondary and higher levels. There has been great progress over the past ten years and a momentum developed that should be unstoppable, given continued determined efforts by the Government and people of Afghanistan, together with their development partners.

As more and more children go to school, their families see for themselves the transformative potential that learning brings, demand increases and so does the commitment of communities towards ensuring and protecting their children's right to education, in spite of the insecurity that continues to plague many parts of the country. The most striking example of this has been the success achieved by such communities over the past year, with the encouragement and support of the Ministry of Education, in re-opening over four hundred schools that previously had been closed due to security threats.

In spite of the progress of the past ten years, over four million Afghan children remain out of school and over 60% of these are girls. Getting girls into school has greater transformative potential than any other single investment that the country can make. Reducing gender inequality increases productivity and economic growth. Women who receive an education are less likely to die in childbirth and more likely to send their own children to school. Educated women are more likely to have healthy children: the under-five mortality rate falls by about half for mothers with primary school education and the benefits increase with each additional year at school. Healthy, educated and empowered women raise healthy, educated and confident sons and daughters and it is children such as these that Afghanistan needs if it too is to thrive.

Afghanistan's March 2011 admission to membership of the Global Partnership for Education (GPE) is a great source of national pride and seen as a critical milestone in the development of the education sector in Afghanistan. It represents a significant international endorsement of the plans of the Government of Afghanistan to achieve the goals of Education for All (EFA) and a vote of confidence in the capacity of Afghanistan's Ministry of Education to lead in the successful execution of those plans. Afghanistan's National Education Strategic Plan (NESP 2) is ambitious, while the Education Interim Plan (EIP) that served as the basis for the country's entry into the GPE is more pragmatic. The proposal contained in the following pages is fully consistent with the EIP and is a bold one: it is also focused, as it needs to be if it is to help Afghanistan significantly to accelerate progress towards the EFA goals.

After a very rapid rise following the removal of the Taliban in 2001, school enrolment has increased at only more gradual rates in recent years. To a large degree, the 'easy wins' have already been achieved and further significant progress in enrolment, particularly for

girls, means moving into more challenging areas. It is for this reason that the geographical focus of this proposal is on 55 Districts in 13 Provinces that are variously characterized by high rates of poverty, remoteness, harsh terrain, low population density, insecurity and conservative social attitudes, including towards the education of girls. Gender disparities are particularly pronounced in all 55 Districts. Clearly, working in such Districts is not going to be easy, but it is precisely in marginalized and under-served areas such as these that we must find ways to work if we are to be able to bring about significant increases in opportunities for Afghan girls and boys to enrol in school and to enjoy their right to a quality education. At the heart of the proposed approach is a determination to address the root causes of low enrolment, thereby deriving solutions that are durable and appropriate to the local context.

Mitigation of the risks associated with working in such Districts will be founded on intensive and multi-faceted efforts to elicit the engagement, support and protection of communities and community leaders themselves and recent experiences in Afghanistan, in education, as well as in other sectors, give firm grounds for confidence in the potential of such a strategy.

Strengthened community and social mobilization will be engaged in support of a series of initiatives to improve school management, expand and reinforce multiple pathways to education and to increase the number of qualified female teachers in the target Districts. Meanwhile, within the Ministry of Education itself, support from the GPE will be used to help ensure the consistent and effective engagement of the Ministry of Education at all levels, including in policy formulation, donor coordination and resource mobilization, as well as in ensuring that experience derived and lessons learned from GPE-supported initiatives are used to inform both regular and development programmes across the Sector.

The present proposal has been developed on the basis of an intensive two-month period of reflection, analysis, dialogue and planning involving all key stakeholders in the Education Sector, under the leadership of Ministry of Education. Full stakeholder endorsement of this appeal for support from the Global Partnership for Education was confirmed at a meeting of Afghanistan's Human Resource Development Board (HRDB) on 20th September 2011. At the same meeting it was noted that the process of developing the proposal had already delivered a very considerable catalytic impact, by bringing a new spirit, energy and commitment to improved coordination in the Sector, as well as a welcome new focus on insecure areas, social mobilization, and bolder approaches to providing access to education for the most marginalized and disadvantaged girls and boys in Afghanistan.

H.E. Farooq Wardak
Minister of Education

Peter Crowley
Representative Afghanistan



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LIST OF ACRONYMS

ACBS	Academic Council and Boards of Standards
AFMIS	Afghanistan Financial Management Information System
AGEI	Afghanistan Girls' Education Initiative
ALP	Accelerated Learning Program
ANDS	Afghanistan National Development Strategy
ARTF	Afghanistan Reconstruction Trust Fund
ASI	Adam Smith International
AUSAID	Australian Aid
BESST	Building Education Support Systems for Teachers
BRAC	Bangladesh Rural Advancement Committee
CA	Coordinating Agency
CBE	Community-based Education
CFS	Child-friendly Schools
CIDA	Canadian International Development Agency
CSO	Central Statistics Office
DEO	District Education Office
DANIDA	Danish International Development Assistance
DFID	Department for International Development
EDB	Education Development Board
EDF	Education Development Forum
EFA	Education for All
EIP	Education Interim Plan
ELA	Empowerment of Literacy in Afghanistan
EMIS	Education Management Information System
EMWG	Education Management Working Group
EQUIP	Education Quality Improvement Program
ERTV	Education Radio and TV
ESPA	Education Support Program for Afghanistan
FTI	Fast Track Initiative
GDP	Gross Domestic Product
GER	Gross Enrolment Rate
GIRoA	Government of the Islamic Republic of Afghanistan
GMU	Grant Management Unit
GPE	Global Partnership for Education
GPI	Gender Parity Index
HDI	Human Development Index
HRD	Human Resources Development (refers to Department in MoE)
HRDB	Human Resources Development Board
HRDC	Human Resources Development Cluster
HRMIS	Human Resources Management Information System
ICT	Information and Communication Technology
ISAF	International Security Assistance Forces
ISD	Infrastructure and Services Development (refers to Department in MoE)
JICA	Japan International Cooperation Agency
JSR	Joint Sector Review
LDG	Local Donor Group

LEG	Local Education Group
LDC	Least Developed Countries
LDG	Local Donor Group
LDP	Least Developed Countries
M&E	Monitoring and Evaluation
MDG	Millennium Development Goals
MoE	Ministry of Education
MoF	Ministry of Finance
MoHE	Ministry of Higher Education
MoLSAMD	Ministry of Labour, Social Affairs, Martyrs and Disabled
MoPH	Ministry of Public Health
MoWA	Ministry of Women Affairs
MTEF	Medium Term Expenditure Framework
NER	Net Enrolment Rate
NPP	National Program Priorities
NSDP	National Skills Development Program
NESP	National Education Strategic Plan
NGO	Nongovernmental Organization
NIMA	National Institute for Management and Administration
NRVA	National Risk and Vulnerability Assessment
PD	Programme Document (for the GPE)
PED	Provincial Education Department
PMCU	Programme Management and Coordination Unit
PRSP	Poverty Reduction Strategy Paper
PRT	Provincial Reconstruction Team
SE	Supervising Entity
SIP	School Improvement Plan
SMS	School Management <i>Shura</i>
TA	Technical Assistance
TED	Teacher Education Department
TTC	Teacher Training College
TTRC	Teacher Training Resource Center
TVET	Technical and Vocational Education and Training
UNDSS	United Nations Department of Security and Safety
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
WB	World Bank

TABLE OF CONTENTS

EXECUTIVE SUMMARY----- 4

1. INTRODUCTION----- 12

1.1. Context of GPE Programme development----- 12

1.2. Process of GPE Programme development ----- 16

2. SITUATION ANALYSIS ----- 18

2.1. Sociopolitical and economic context ----- 18

2.2. Education Sector analysis ----- 21

3. THE GPE PROGRAMME PRIORITIES ----- 26

3.1. Rationale----- 26

3.2. Coverage ----- 31

3.3. Programme Priorities in detail ----- 35

3.4. Outcomes----- 46

4. FINANCIAL ANALYSIS ----- 48

4.1. Resources of the Education Sector ----- 48

4.2. Analysis of the funding gap----- 52

4.3. The financial impact of the GPE funding ----- 57

4.4. Areas of financial attention ----- 58

4.5. Concluding remarks----- 59

5. IMPLEMENTATION ARRANGEMENTS ----- 61

5.1. Introduction----- 61

5.2. Institutional arrangements at the MoE ----- 61

5.3. Coordination and alignment (see figure 5.1) ----- 67

5.4. Implementation arrangements for the GPE Programme ----- 71

6. RISKS, CAPACITIES AND MITIGATION MEASURES----- 81

6.1. Fiduciary assessment----- 81

6.2. Specific areas of risk----- 83

7. REFERENCES ----- 95

8. ANNEXES ----- 97

8.1. Report of Consultation Workshop 08.2011 ----- 97

8.2. Minutes of HRDB meeting 09.2011 ----- 97

8.3. List of education partners ----- 97

8.4. MoE achievements ----- 97

8.5. Mapping of donor resources ----- 97

8.6. Table of target provinces and districts ----- 97

8.7. Operational plan with budget and targets----- 97

8.8. Time frame of activities----- 97

8.9. MoE organogram ----- 97

8.10. EQUIP and ESPA documents ----- 97

8.11. EIP documents with appraisal ----- 97

8.12. GPE Country Information Form ----- 97

8.13. Map of Afghanistan----- 97

LIST OF TABLES

Table 3.1. Gender Parity Index (GPI) in rural and urban areas.....	29
Table 4.1. Budget in million AFS, by year and by operating and development budget (% of national budget)	48
Table 4.2. Increase in the number of students, schools and teachers	49
Table 4.3. Development budget as percentage of total annual sectoral budget.....	50
Table 4.4. Planned versus actual funding for NESP 1	51
Table 4.5. Share of programmes in projected development budget figures (core development budget and external budget)	52
Table 4.6. Education: Summary NESP 2 budget requirement estimate (US\$ million)	54
Table 4.7. MoE NESP 2 estimated costs compared to budget plans.....	54
Table 4.8. Education: Estimated expenditure versus funding commitments and shortfalls ..	55
Table 4.9. Education: Overall estimated expenditure versus funding commitments and shortfalls	56
Table 4.10. Education: Budget execution efficiency 1389 (2010) and 1390 (2011)	56
Table 4.11. Programme Priorities identified for GPE funding.....	56
Table 4.12. Education: Budget execution efficiency 1389 (2010) and 1390 (2011)	57
Table 4.13. Impact of investing on the robustness of MoE financial management and catalytic effect	58
Table 5.1. Institutional arrangements for GPE-funded activities	79

LIST OF FIGURES

Figure 1.1. Framework of GPE Programme	15
Figure 3.1. General Education teachers – national level – 1389 (2010) by qualifications	29
Figure 3.2. Map of GPE Programme Provinces (13)	31
Figure 3.3. Target Districts (categorization by UN security level)	32
Figure 3.4. Number of students by gender 1389 (2010) – 55 targeted Districts only	32
Figure 3.5. Number of teachers by gender 1389 (2010) – 55 targeted Districts only	33
Figure 4.1. MoE’s Operating and development budget 1388-92 (2010-13)	50
Figure 4.2. Funding gap in MoE’s operating and development budget 1388-92 (2010-13) ..	51
Figure 5.1. Programme Management and Coordination Unit (PMCU).....	70
Figure 5.2. Flow of funds.....	77

EXECUTIVE SUMMARY

In March 2011 Afghanistan was admitted to the Global Partnership for Education (GPE), a critical milestone in the development of the Education Sector in Afghanistan. This international endorsement of the plans of the GIRoA to achieve the goals of Education for All (EFA) is an important vote of confidence in Afghanistan's National Education Strategic Plan (NESP 2) and the Education Interim Plan (EIP) that served as the basis for the country's entry into the GPE. This present proposal for GPE support is embedded in the EIP and focuses on assisting Afghanistan to accelerate progress towards the EFA goals.

The GPE Programme and Priorities

The proposed GPE Programme covers three years and has a budget of US\$ 55.7 million. It has been designed to provide maximum impact on the system as a whole, creating a catalytic effect on major EIP programmes, including other donor-supported interventions.

The GPE Programme proposal has been developed through an intensive consultative process led by the Ministry of Education (MoE) and involving a large number of stakeholders from the MoE, Ministry of Finance (MoF), development partners and civil society organizations. The Human Resources Development Board (HRDB), the equivalent of the Local Education Group (LEG) in Afghanistan, played a major role in the management and coordination of the process.

This proposal consists of an integrated package of four GPE Programme Priorities that are mutually reinforcing, have their strategic origins in the EIP and offer opportunities to build on previous, successful experience. They are:

- Strengthening community and social mobilization and governance systems at the local level;
- Expanding and reinforcing multiple pathways to education;
- Increasing the number of qualified female teachers in areas with high gender disparities;
- Streamlining policy and administrative systems in the Ministry of Education.

The package targets 13 Provinces and 55 Districts with (i) low education indicators (particularly in relation to gender), (ii) difficult access (rural, remote, underserved, low economic indicators) and (iii) insecure conditions.

The overall objective is to increase and sustain equitable access to education in the target Districts. The focus is primarily on primary and basic education and the strategic objectives address the most critical challenges in the sector: (i) the low access rates in primary education, (ii) the need to overcome traditional obstacles to enrolment through alternative approaches, (iii) the need to take affirmative action in favour of girls' education and (iv) the need to continue to build the capacity of the MoE to deliver quality education services.

The overall outcome of the GPE Programme is a 15 per cent increase in sustained and equitable access to education in the target districts. This will be monitored by looking at enrolment, attendance, and dropout rates; and increased survival rate to Grade 5 (by age and sex). The overall outcome builds upon several specific outcomes for which specific indicators, baseline and data sources are identified.

The GPE Programme will adopt a “convergence” approach, meaning that all four of the Programme Priorities will be implemented in the same districts for maximum impact. Strategies such as community and social mobilization; relations and links between social mobilizers and NGOs; a common policy framework and initiatives to strengthen MoE capacity will all be mutually reinforcing.

Strong efforts have also been made to ensure synergy and coordination with existing and future educational initiatives, including not only those funded by donors and international organizations, but also other GiRoA initiatives and programmes

The major added value of the GPE Programme is its focus on the most disadvantaged populations in Afghanistan and the potential to make inroads into the education deficit of remote, rural and specifically insecure communities. The delivery of appropriate education services by the GiRoA is a critical component in building trust in the state and in the social contract between citizens and their government.

Programme Priority 1: Strengthen community and social mobilization and governance systems at the local level (US\$ 14.8 million, 27%)

Community support and involvement have proven to be determining factors in school enrolment and attendance. In Afghanistan, the development of School Management *Shuras*

TARGETS AND BENEFICIARIES

Areas and schools

- 13 Provinces
- 40 out of 55 targeted Districts
- 1,000 schools with School Improvement Plans (SIP)
- 2,100 Community-based Education (CBE) classes
- 800 Accelerated Learning Programmes
- 6,000 mosques with trained mullahs
- 300 reopened schools

Students

- 63,000 (all new) students (37,800 girls) benefiting from CBE classes
- 20,000 (14,000 new) students (14,000 girls) benefiting from ALP classes

Communities

- 120 social mobilizers
- 13 provincial social mobilization coordinators
- 1,500 engaged leaders and elders for education in the 13 Provinces and in Afghanistan in general

Teachers

- 300 female teachers trained and deployed to rural areas with spouses (300) to be employed as teachers or administrative staff in nearby boys' schools
- 1,100 local female teachers trained and employed

Training material, strategies and policies

- Training material for social mobilizers
- Training programme in planning and management for DEO and PED staff

(SMS), modelled on traditional community-based structures, has proven to be particularly effective. The formulation and implementation of School Improvement Plans (SIP), including maintenance of schools, through the SMS is expected to yield rapid results.

By involving communities, especially the elders, religious and community leaders, in promoting the school as protected environment and zone of peace, education is positioned as an essential building block towards broader, national peace and reconciliation. A large nation-wide communication campaign will be organized covering a broad range of approaches and advocacy materials: e.g. guidelines for engagement, public service announcements, public gatherings and a national conference on girls' education.

Programme Priority 2: Expand and reinforce multiple pathways to education (US\$ 17.2 million, 31%)

Alternative approaches to education are often the solution where formal systems fail. Alternative approaches allow the flexibility necessary to tailor solutions to local realities. The three selected approaches: Community-based Education (CBE), Accelerated Learning Programmes (ALP) and mosque-based education have already proven successful in getting more Afghan girls into schools. Direct community involvement and ownership, an intrinsic part of the alternative approaches, will continue to be critical to the success and sustainability of these efforts.

Priority is given to facilitating bridges between formal and non-formal systems. Formal schools will serve as hub schools and support the newly-established CBE and ALP classes. Mapping exercises to identify under-served areas and to assess the supply requirements will be carried out jointly by District Education Offices (DEOs) and Nongovernmental Organizations (NGOs) to ensure a needs-based approach. Wherever possible, community teachers will be identified from the same villages, employed and trained. This GPE Programme Priority also aims to reopen 300 of the 450 schools currently closed due to insecurity by mobilizing the community and by providing a transition fund to cover the running costs of the school pending its reintegration into the regular system.

For all alternative approaches efforts will be undertaken to refine the curriculum and strengthen development and provision of textbooks and learning materials, with a special focus on materials in different local languages.

Programme Priority 3: Increase the number of qualified female teachers in areas with high gender disparities (US\$ 16.4 million, 29%)

Given the strong correlation between the number of female teachers and the number of girls attending school, and given that female teachers are especially scarce in the target provinces, the third GPE Programme Priority will focus on increasing the number of female teachers in insecure, rural and remote districts.

The two strategies identified to increase female teachers in such districts are (i) to use a system of incentives to encourage female teachers from urban areas to go and work in

districts without female teachers; and (ii) to support accelerated and simultaneous teacher training for adolescent girls in the targeted districts. In order to support these two strategies social support systems for female teachers at the local level will be developed.

Program Priority 4: Streamline policy and administrative systems in the Ministry of Education (US\$ 7.4 million, 13%)

The education system needs to strengthen its capacity in policy review, budget preparation, and administrative functions. All these functions rely heavily on the central level with very little current capacity in the districts.

Capacity building of the education system will be achieved through: (i) building a system of policies, procedures, and standards; (ii) increasing the capacity and sustainability of the MoE's human resources in planning and monitoring; and (iii) strengthening the coordination and resource mobilization function in the MoE. In addition, planning, monitoring and evaluation will be strengthened and gradually decentralized by building capacity at province and district levels. In order to provide all levels with sufficient and sound data for policy and management decisions the integrated EMIS system will be strengthened with a focus on effectiveness and relevance.

Taking into account the potential difficulties posed by the security situation in the selected Provinces and Districts, the design of the GPE Programme includes a number of mitigation strategies. Ensuring the prior support of elders, local and religious leaders, is crucial prior to start work on the three first Programme Priorities in any given district. Also, implementation through partnerships with NGOs and flexibility in the final selection of the Districts are other ways to ensure the GPE Programme is able to adjust to unpredictable security developments.

Financial analysis

The GIRoA is not in a position to fully cover the costs of providing education through its own resources. This is due to the insufficient internally generated resources in Afghanistan. While education expenditures have increased in absolute values, they are gradually decreasing as a share of GDP even though the number of students and ability teachers grows annually. The operating budget is intended for use to pay salaries as well as operational and running costs, however salaries take the lion's share and only a small percentage remains available for running costs for school, including maintenance.

It is estimated that there will be a 35 per cent shortfall in the development budget in the coming three financial years: this needs to be met through donor support. In actual numbers the funding gap for the coming two years is estimated to be around US\$ 450 million annually. The unpredictability of donor funding hinders the MoE in its planning ability and among other things, GPE Programme Priority 4 aims to improve the MoE's ability to make more effective use of available resources, whilst also mobilizing the additional resources needed to fill the funding gap.

In this way the GPE funding, although covering just a small percentage of MoE's annual budget, is considered of critical relevance due to its catalytic effect and potential to generate momentum, together with improved financial management and increased capacity in its target districts, as well as its anticipated impact in promoting more effective coordination and mutual reinforcement among grant-funded programmes at the national level.

Implementation arrangements

The GIRoA will implement the GPE Programme using existing Government systems. UNICEF will provide support as Supervising Entity (SE). The Government of Denmark, through the representatives of the Danish International Development Assistance Ministry (DANIDA) at its Embassy in Kabul, will serve as Coordinating Agency. The Human Resources Development Board (HRDB), which currently serves also as the Local Education Group (LEG) in Afghanistan, will form a smaller LEG to oversee and coordinate the GPE Programme and other grant-funded programmes.

The MoE will pay particular attention to strengthening capacity in planning, procurement, administration and finance and internal audit at all levels of the education system, with the Supervising Entity playing an important supporting role through extra capacity building and mentoring efforts. Procurement will be undertaken locally in accordance with national public procurement law, regulations, and rules. The MoE Department of Planning and Evaluation will design detailed implementation and procurements plans for the GPE Programme including specifics on timing and sequencing of various activities and sub-activities, costs and cash-flow needs.

The MoE's Administration and Finance Department prepares several analytical and expenditure reports on quarterly, semi and annual bases. These reports review plan and budget execution, identify challenges, and propose solutions. The information is used to respond to potential bottlenecks in the transfer and expenditure of budgets and for revision of plans as needed. The reviews also provide recommendations and inputs for preparation of the following year's operational plan.

The financial management of the GPE Programme, being on-budget, will be in line with existing systems and procedures. In addition to internal audit and control arrangements, annual external audits of the MoE and MoF are conducted by the Office of the Controller and Auditor-General of GIRoA. If deemed necessary, additional external audits can be commissioned as agreed between the MoE, SE, CA and the GPE Secretariat (in Washington DC).

A comprehensive consolidated annual narrative and expenditure report will be produced by the Ministry of Education indicating progress against set targets for each GPE Programme Priority as well as challenges and lessons learned. The report will be presented to all education stakeholders including, the Ministry of Finance, Parliament, donors, implementing

partners and civil society. Like all documentation relating to the GPE Programme, the report will also be made available on a public-access internet site to promote maximum transparency.

UNICEF's functions as Supervising Entity comprise the two principal elements: the programmatic and the fiduciary. The programmatic component of the SE role includes provision of expert assistance to the MoE and MoE implementing partners to monitor progress in programme implementation, to evaluate on-going programme achievements, and to provide 'real time' lessons learning capability. Also included in the programmatic function is reviewing programmatic reports prepared by the MoE and engaging with the MoE in any appropriate follow-up to those reports. All of this will be done in close consultation and collaboration with the LEG and the CA.

UNICEF will discharge the fiduciary component of the Supervising Entity role by designing the funding modalities of the GPE Programme in such a way that a sound control environment is created, transaction costs are minimized, and the GIRoA captures the benefits of other mechanisms already in place to support the education sector in Afghanistan. With donor support, UNICEF will meet the costs of performing the duties of SE, while the SE's costs of administering the special account established for the receipt of GPE funds will be fixed as a percentage of the amount transferred to that account.

Risks and mitigations measures

Various risks are associated with the implementation of the GPE Programme including in particular (i) the risk that the PGE Programme might not be able to achieve its anticipated results – for a variety of reasons including slow expenditure, slow implementation, and access and security issues; and (ii) the risk that funding provided through the GPE might not be used for the purposes for which it has been provided.

Notwithstanding these risks, the risks of non-engagement also need to be recognized, and balanced against the risk associated with pursuing the GPE Programme. Unless education outreach and quality are adequate, large areas of the country – and large cohorts of a predominantly-young population – will be critically underserved and denied their right to education.

The GIRoA and stakeholders, including the SE, the CA, and the donors through both their in-country representatives and their respective headquarters levels, believe that the selected programmatic interventions and the implementation and fiduciary controls set out in this proposal are sufficient to mitigate the risks presented to a level that is acceptable within the context of Afghanistan.

The GIRoA will be the Implementer of this GPE Programme and will implement the GPE Programme within the overall framework of implementation of the EIP using existing Government systems. The SE will help the GIRoA strengthen its capacity with regard to

fiduciary controls as they apply to the GPE Programme. In particular, it will fund increased capacity in the MoE, MoF, and Supreme Auditing Institution to assist in the implementation of the GPE Programme.

The government and stakeholders identified specific major risk areas, related mitigation strategies and assessed the risk level before and after adoption of those strategies. The 'Overall Risk Level' is assessed to be moderate to substantial. The Government and stakeholders wish to stress that the risks associated with access and security are not to be under-rated.

The most significant mitigation strategy build in the GPE Programme is the engagement with influential persons and groups to secure their support for education programmes. In the recent past the GIRoA and its partners, including UNICEF has successfully worked with religious leaders and elders to ensure support for education programmes, including for girls. The success of these initiatives gives grounds for confidence that the strategy of community ownership and engagement that underpins the GPE Programme will allow for its successful implementation, in spite of security and cultural constraints. In any case, implementation in any given district will not begin without confirmed community support and buy-in.

The GIRoA has already taken steps to combat corruption and is setting up an Anti-corruption Commission which will mitigate the risk that funding will not be used for the purposes for which it is provided and be diverted to other purposes. There has been and continues to be a strong drive to reinforce civil service ethics, including through Public Finance Management (PFM) reforms. Automated tracking systems, including Education Management Information Systems (EMIS) and Afghanistan Financial Management Information System (AFMIS), developed and implemented through support from the international community, allow for detailed and auditable expenditure tracking. Risk mitigation measures should have a significant effect in this risk area. However, it is important to note that any programme involving routine transfers of moderate amounts of cash such as for school maintenance in any environment carries substantial inherent risks. Taking this into account, special attention will be paid to the risks associated with school maintenance as the GPE Programme is implemented.

The GPE Programme is specifically designed to achieve a few particular elements of the EIP and because it is anchored in that plan the achievements of the GPE Programme will be a continuing part of Afghanistan's education programming. The projected results and outcomes of the GPE Programme are tightly focused, and sustainability is a key part of the design. By making the GPE funding support on-budget, the goals and outcomes of the GPE Programme become part of the core budgeting priorities of both the executive and the legislature, thus reinforcing national-level commitments to the programme goals and increasing prospects of continuing representation in national budgets. In this context, the risk – that results and outcomes of the GPE Programme will not be sustainable – is mitigated to acceptable levels.

Conclusion

The present proposal has been developed through a strong collaborative effort involving all key stakeholders in the Education Sector, under the leadership of Ministry of Education. The constructive participatory process has demonstrated a strong and shared commitment to accelerate results in education in the most challenging areas of the country and for the most marginalized and disadvantaged girls and boys. The Government and education stakeholders highly appreciate Afghanistan's membership of the Global Partnership for Education and look forward to implementing the GPE Programme, thereby making a significant positive impact on the lives of many Afghan girls and boys.



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1. INTRODUCTION

Thirty years of conflict have had a devastating impact on Afghanistan. It is today one of the poorest countries in the world: life expectancy is 44 years, infant mortality is 103/1000, and unemployment is estimated at 40%. Nearly 40% of primary school-age children are excluded from the education system and 60% of these are girls. The historical/cultural sanctions against girls' education, attacks on formal schools, the general insecurity in many parts of the country, combined with distance to schools and shortage of female teachers have all had serious negative impacts on the education sector. That the nation has survived at all is a tribute to the resilience of its people. Communities have shown tremendous willingness to work towards peace, to provide essential services and to invest in the future of Afghanistan – by supporting the education of their children.

The present GPE Programme¹ is fully consistent with the GPE core purpose of achieving universal primary education, focusing on girls, and meeting education needs in situations of conflict and insecurity. Delivering quality universal education in Afghanistan is remarkably complex given the social, political and geographic characteristics of Afghan society. The GPE Programme adopts an approach to tackling problems through direct support to communities to enable them take their own decisions about the education they need for their children. The Programme recognizes that, given the special situation in Afghanistan in general and in the insecure, remote rural areas in particular, traditional modes of education delivery will simply not work and thus a significant push will be given to proven modes of alternative delivery. To counter traditional obstacles to girls' education, a major drive will be made to recruit female teachers, providing additional incentives to enable them to work in rural areas. There will also be support to strengthening management systems at central and decentralized levels in order to sustain Programme delivery.

The GPE Programme specifies four Programme Priorities which have their strategic origin in the Afghanistan Education Interim Plan (EIP) 2011-13. The Programme is time-bound – three years – and has a budget of US\$ 55.7 million.² It has been designed to have maximum impact on the system as a whole, creating a catalytic effect on major EIP programmes as well as donor-supported interventions.

1.1. Context of GPE Programme development

With the advent of democratic government in 2001, the right to education has become a priority for the GIRoA. Afghanistan's constitution recognizes that education is a fundamental right of all citizens. The development of education policy and strategic planning in Afghanistan since 2001 can be seen as having moved through the emergency, reconstruction and development stages. Much of the support to education in Afghanistan over the past decade has been in the emergency/humanitarian context, with a very heavy reliance on international and national NGOs as well as donor-managed projects. Emergency

¹ "Programme" in capital letter in this Document refers to the Afghanistan GPE Programme.

² This budget is set by the GPE Needs and Performance Framework (NPF).

education was provided in the refugee camps in Pakistan and many of the emergency approaches were continued in the early years of the new Government as millions returned to the motherland. Reconstruction began as part of the national development effort and focused mostly on rehabilitating infrastructure and basic services.

While this was necessary to get rapid 'lift-off' the emphasis now has to be on developing national capacity to ensure continuation and sustainability of education provision. The developmental stage began with efforts to formulate a national education strategy and with efforts to coordinate the many and various education activities carried out by many different agencies. The first National Education Strategic Plan (NESP) emerged in 2004, first as an EFA National Plan and then as the NESP 1 (2006-10).

Two frameworks were developed in the course of NESP 1 implementation. First, the adoption of the major national policy plan – the Afghanistan National Development Strategy (ANDS) – in 2007, required line ministries to adjust their planning timeframes to that of the ANDS 1387-91 (2008-13). The ANDS is an MDG-based plan that serves as Afghanistan's Poverty Reduction Strategy Paper (PRSP), with education as a key pillar. It recognizes the place of basic/general education in realizing rights, combating poverty, developing skills and strengthening security; ... *the underlying principle of government in ensuring equal access to education for all is to develop a strategy that is national in scope but local in focus and delivery. Different measures will be required to overcome constraints to access and supply due to geography and thereby promote the diversity of Afghanistan.*

Second, the National Priority Programmes (NPP), which were developed in preparation for the Kabul Conference in 2010, were a deliberate attempt to create greater synergies between key line Ministries and address the strong tendency of too many vertical programmes with little cohesion and/or coordination. A Human Resources Development Cluster (HRDC) was set up to lead the NPP and comprised the Ministry of Education (MoE), Ministry of Higher Education (MoHE), Ministry of Women's Affairs (MoWA), Ministry of Labour, Social Affairs, Martyrs and Disabled (MoLSAMD) and Ministry of Public Health (MoPH). Five programmes were developed by the HRDC, which include EFA to improve equitable access, quality and enrolment in basic education with a particular focus on girls.

The planning for NESP 2 (2010-14) was within the overall objectives of the ANDS and the NPP. This brought educational planning within the framework of national development goals and allowed for inter-sectoral collaboration and synergy. NESP 2 was developed through extensive consultations with all sector stakeholders (civil society and international partners) and within the framework of a strengthened role for the MoE in strategic planning and aid coordination.

NESP 2 commits the Government of Afghanistan to achieving universal primary education by 1399 (2020). NESP 2 is devoted primarily to basic education. It is not a full sector plan; it comprises a set of sub-sector programmes with priority accorded to schooling provided by the state. It commits to increasing access, improving quality and achieving greater equity in

the provision of education services. Overall, the NESP 2 builds bridges between Islamic education and the state's general education system, it is supportive of community engagement in schooling, it acknowledges, and outlines ways of strengthening partnerships with the international community, and it identifies management and institutional strengthening as a priority. For 2020, NESP 2 sets the target that 50 per cent of the country's population should be literate, by providing courses for 3.6 million people (60 per cent women). On the road to achieving these and other goals, by 1393 (2014), 10 million students should be enrolled in General Education (Grades 1-12),³ just over 2.5 million more than those who are registered in 1389 (2010). Enrolments in Technical and Vocational Education (TVET) are expected to expand at least three fold during the lifetime of NESP 2.

NESP 2 is a strong statement of intent and it is very aspirational. Afghanistan needs a well-educated population if it is to secure peace, stability and achieve sustainable development. The needs of the education sector – as with all the other sectors – are significant, especially with regard to adequate funding and capacity. This is an urgent agenda, although the real results will take well beyond the lifetime of NESP 2 to achieve. To bring policies and strategies within a greater realistic framework, the MoE and the Human Resources Development Board (HRDB) – the equivalent of the Local Education Group (LEG) in Afghanistan – agreed to commission in 2010 a third party to assess NESP 2. In 2010 Adam Smith International (ASI) carried out the Education Sector Analysis (2010), including a NESP 2 assessment. The findings indicated that NESP 2 is highly ambitious; that Afghanistan may not have or obtain financial resources to fully fund the plan; and that the current implementation capacity is not adequate for the implementation of such an ambitious plan. There was a strong recommendation for greater prioritization and realism, and for the development of an interim plan, using such tools as the progressive framework, a mechanism specifically designed for post-conflict and/or fragile states.

In response to these findings, the MoE took the lead in developing the Afghanistan Education Interim Plan (EIP) 2011-13. The Local Donor Group (LDG) and civil society organizations played an active role in supporting the MoE in this task. The EIP addresses the critical issues raised by the Education Sector Analysis (2010) and the initial appraisal of the NESP 2. The contents of the EIP essentially comprise a “low case scenario” or short-to-medium term priorities of the MoE, as articulated in the five programmes of NESP 2. The EIP focuses on the six EFA goals and thus extracts from the NESP 2 those activities that (i) have a high probability of being implemented in the three year period, (ii) are within the financial and human capacity of the MoE and its development partners, and (iii) strongly support materialization of the rights of children and adults to education and training. The plan is more realistic, fully-costed, prioritized and capable of implementation.

EIP PRIORITY AREAS

- General and Islamic Education
- Curriculum Development, Teacher Education, and Science and Technology Education
- Technical and Vocational Education and Training (TVET)
- Literacy
- Education Governance and Administration

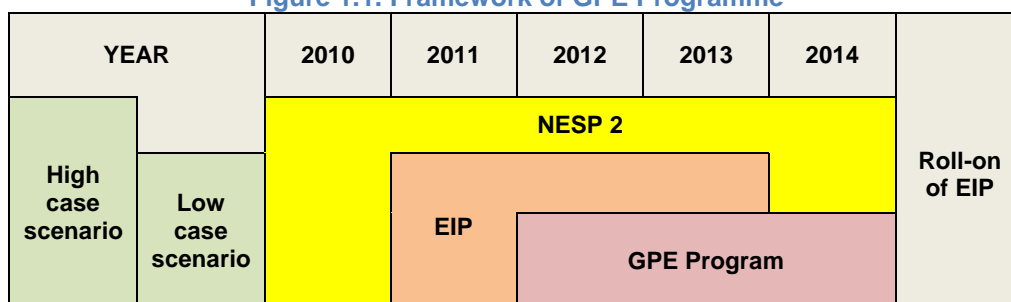
³ Projected student population by MoE Planning Department.

During the last quarter of 2010, the EIP was appraised by the Local Donor Group (LDG) led by Canada, Denmark, Sweden, and USAID. The appraisal report was positive with some recommendations for further action during implementation.⁴ The EIP was officially endorsed by over 16 local donors and partners in March 2011⁵ as the governing strategic document for the sector. Following this endorsement, Afghanistan was welcomed by the GPE in March 2011 as the 44th member of the GPE. The GPE then invited the MoE to submit a funding proposal based on the EIP, which would essentially be a short-term, ‘do-able’, relevant set of priority programmes directly aimed at supporting the EFA goals. The HRDB subsequently started a process to identify a Supervising Entity (SE) to work with the MoE for the preparation of the GPE funding application. The LEG endorsed UNICEF as the SE in July 2011 while Denmark continues to perform the Coordination Agency (CA) functions.

TIMELINE	
•	2010: EIP endorsed by LDG, led by Canada, Denmark, Sweden and USAID
•	March 2011: EIP officially endorsed by over 16 local donors and civil society organizations; Afghanistan becomes 44 th member of the FTI
•	July 2011: The LEG endorses UNICEF as the SE with Denmark as CA

As seen in the diagram below, the GPE 3-year Programme will be implemented within the framework of the “low case scenario” of the EIP as a ‘take-off’ set of components that are eminently achievable within the time period and which that the catalytic potential to go to scale and impact on the sector as a whole.

Figure 1.1. Framework of GPE Programme



There will have to be a one-year adjustment of the EIP planned period because the GPE Programme will extend to 2014, but this is effectively akin to a rolling plan for the EIP. Indeed the implementation of the GPE Programme will provide excellent inputs into the planning processes for a potential extension of the EIP. These are issues that will be addressed through existing mechanisms of dialogue between the MoE and its partners such as the HRDB and LDG and through the planned Joint Sector Review (JSR) in the fall of 2011.

⁴ (i) Development of risk mitigation strategies; (ii) focus on priority activities until all of them are implemented; (iii) sharing of annual workplans and budgets with donors; (iv) development of realistic workplans and budgets; (v) support to capacity building activities; (vi) effective monitoring and evaluation.

⁵ UNESCO, UNICEF, World Bank, Denmark, Sweden, Norway, Netherlands, USAID, CIDA, Germany, France, DFID, MoLSAMD, MoWA, MoHE, ISAF, ANCB, SCA.

1.2. Process of GPE Programme development

The present GPE Programme Document has been developed through a wide and thorough consultative process led by the Ministry of Education and involving a broad range of expertise from among MoE staff, development partners and civil society organizations. The HRDB played a major role in the management and coordination of the GPE country level process. This was accompanied by exceptional Afghan political leadership and strong MoE senior management commitment.

Between July and September 2011 the HRDB and LDG held a series of consultations to plan and develop the Afghanistan GPE application package. The HRDB dedicated a two-day Consultation Workshop on 8 and 9 August 2011 to defining the GPE Programme Priorities. The Workshop brought together around 50 participants from the different sectors of the MoE and other Ministries, bilateral and multilateral agencies, civil society organizations and experts to deliberate on the identification of the priority areas for the Afghanistan GPE proposal, within the context of the NESP 2 and the EIP.

Four sessions were held on the following areas: (i) more female teachers for basic education; (ii) multiple pathways to education for out-of-school children; (iii) community mobilization in and around schools; and (iv) capacity development for education delivery at the sub-national level. The Workshop agenda allowed the participants to collectively review and discuss innovative ways to deliver basic education throughout the country at the provincial and districts levels and in remote rural areas, while focusing on broader strategies such as the ANDS, NESP 1 and 2 and the EIP. The four sessions provided strategic recommendations for the Core/Writing Team that was formed thereafter to lead and develop the GPE application package (see report of Consultation Workshop in annex 8.1).

Following the Consultation Workshop, the Core/Writing Team held intensive meetings to plan for the writing of the GPE Programme Document and review of several drafts. The Core/Writing Team members included senior MoE officials, UNICEF, the WB, Canada, Denmark, DFID and USAID (see acknowledgements and list of education partners in annex 8.3). A second HRDB meeting was held on 20th September to discuss and endorse the pre-final version of the Programme Document (see minutes of the HRDB meeting in annex 8.2). The process of finalization was accompanied by several discussions with the Ministry of Finance to define and agree on implementation arrangements, as well as with the MoE, and donors to develop mechanisms to improve donor alignment and coordination.

During the course of the consultations and the writing there was a strong agreement that the GPE Program should be focused, realistic, doable, with clear outputs and results, build on what is ongoing, and be capable of being monitored. There was furthermore a solid consensus that the GPE Programme should have a catalytic effect by being replicable and capable of influencing strategic planning as well as changes in the education system. In the end four GPE Programme Priorities – three aiming directly at interventions in and around

schools, and the fourth focusing on streamlining policy and administrative systems – were identified. They are:

- Strengthening community and social mobilization and governance systems at the local level;
- Expanding and reinforcing multiple pathways to education;
- Increasing the number of qualified female teachers in areas with high gender disparities;
- Streamlining policy and administrative systems in the Ministry of Education.

The four Programme Priorities are described in detail in chapter 3.

The whole GPE Programme is built on a strategy that has already proved successful with education projects in the country (for education in general and school management in particular): community mobilization, strengthening and support. The focus on community participation will have a strong complementary impact on efforts to strengthen national democratic practices. A major boost will be given to the gender agenda by the advocacy for and actual implementation of the component to hire more female teachers. Alternative approaches to education will help avoid the traditional and limiting ‘pyramidal’ structure of education provision. And the first three Priorities all focus explicitly on achieving results for girls. The GPE Programme will target 55 Districts in 13 insecure Provinces with low education indicators and difficult access. At the heart of the proposed approach is a determination to address the root causes of low enrolment, thereby deriving solutions that are durable and appropriate to the local context.

Afghanistan’s membership in the GPE Partnership is very critical in helping the country to accelerate progress towards the EFA goals and MDGs. The GPE Partnership has resulted in a national re-evaluation of the existing strategies and programmes, a re-organization of available resources, and a narrowing down of the strategic focus to address the gender and geographical disparities that are the biggest challenge facing Afghanistan in reaching the EFA Goals and MDGs. Furthermore, the process of developing the GPE Programme has already succeeded in enhancing alignment and coordination. The technical and financial support associated with GPE membership will further strengthen Afghanistan’s ability to improve effectiveness and efficiency of the education system so that the MoE can ensure progressively the basic rights of every Afghan child to a quality education.



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2. SITUATION ANALYSIS

2.1. Sociopolitical and economic context⁶

Afghanistan remains a strongly centralized state, with weak local government institutions and limited civil society/community engagement (e.g. absence of municipal councils) and much of the population does not necessarily trust or consider the involvement of the state as relevant to their concerns at the sub-national level. Government capacity remains limited at both the national and sub-national level, thus impeding its ability to deliver social services and promote good governance. Community-based governance structures are similarly weak.

Afghanistan's progress towards achieving the MDGs must be weighed against the impact of three decades of conflict on the country's people, infrastructure and the institutions of Government. Currently, the Human Development Index (2010) ranks Afghanistan as 155 of the 169 countries assessed across a selected range of socio-economic indicators. While progress has been made, the Government has acknowledged that it is unlikely that the country will achieve the MDGs by 2020 unless targeted assistance is provided in key areas. Currently, it is estimated that Afghanistan is the recipient of approximately US\$ 120 billion in international assistance, of which only an estimated US\$ 7-8 billion is non-military, or security funding.

The socio-economic and political context varies greatly within and across the country's 34 provinces and their respective districts. The National Risk and Vulnerability Assessment 2007/8 (NRVA)⁷ data suggest that the most poverty stricken areas are not those in conflict, but the more politically stable and secure areas. To some extent these communities perceive they are "paying for peace" as aid flows at the sub-national level have been disproportionately allocated to promote stabilisation in the principal conflict areas through Provincial Reconstruction Teams (PRTs) and other donor channels. Yet there is considerable risk that these areas may not remain stable if communities determine that "peace does not pay". Thus there appears to have been an imbalance of security-based programming versus pro-poor or poverty-based programming.

SOCIAL CONDITIONS IN AFGHANISTAN

- **Religion:** [Sunni Islam](#) makes up 80-89% of the total population while the remaining 10-19% are [Shi'as](#) and about 1% or less practice other religions.
- **Language:** Dari and Pashto are official languages, but over 30 plus languages, 200 dialects.
- **Rural-urban divide:** 76% of the population lives in rural or remote areas of the country.
- **Age:** 46% of the population is between the age of 0-14.
- **Gender:** Gender-based discrimination is pervasive across the country.
- **Literacy levels:** 39% (NRVA 07).
- **Birth registration:** 6%.
- **Child marriage:** high prevalence.

⁶ Draws heavily on UN Integrated Strategic Framework. July 2011.

⁷ Compiled by the Central Statistics Office (CSO) of Afghanistan.

In a 2009 Oxfam study, over 70% of respondents identified poverty and unemployment as the major driving factors of conflict, with 48% considering corruption, and the ineffectiveness and weakness of government as other critical factors. The study also noted that a prevailing culture of impunity and lack of rule of law were major contributing factors. Whereas the annual opium income by farmers amounted to an average US\$ 2,433 by household, a staggering US\$ 1.4 billion, equivalent to 11% of GDP, went to higher-level traders and traffickers.⁸ These amounts support local and fragmented power structures in the country's provinces and regions where the nexus of warlords, commanders and major landowners resist attempts by the central government to assert the rule of law. The recruitment potential for the illicit and/or insurgent networks is currently again growing, given high unemployment rates, poverty, disenchantment with the central authorities, displaced people and returning migrants.

Poverty in Afghanistan is characterized by patterns of exclusion and vulnerability that have a strong provincial and gender dimension, and put in evidence the rural-urban divide. Over 36% of the population lives below the poverty line, with more than half the population in a situation of extreme vulnerability. Although there is an unemployment rate of 7.1-7.9% (NRVA 2007/8, 2010), underemployment is an even more important issue, with 48% employed in urban areas and 53% employed in rural areas being classified as underemployed (less than 35 hours/week). In a country where most social services must be paid for, the lack of cash income is a barrier to access to social services.

Only 27% of the population has access to clean drinking water and 41% to electricity (NRVA 2007/8). Afghanistan currently has one of the highest maternal mortality rates (1,400 deaths per 100,000) in the world and among the highest infant and under-5 mortality rates. Approximately 15% of the population has no access to the most basic health services, leaving four to five million people extremely vulnerable and approximately 6.2 million people are urgently in need of relief aid health care services, with 1 in 14 Afghan children under five years old suffering from acute malnutrition. Furthermore, some 7.3 million people (31 per cent of the population) are food insecure and another 5.4 million people (23 per cent) are vulnerable to food insecurity (NRVA 2007/08).

Afghanistan's GDP has been growing steadily over the past years, with a real growth rate of 22.5% in 2009/10. The driver of the economy continues to be private consumption due to high demand for goods and services resulting from high levels of donor funding, the illicit gains from narcotics in particular, the security economy and estimated off-budget support of around US\$ 4 billion. Most of these goods are in fact imported, and not locally produced. This raises concerns of what effect expected decreases in donor funding and security expenditures associated with the on-going transfer of responsibility for security from international to national forces (the 'Transition' process), could have on the overall economy and hence on the already high poverty rate.

⁸ 2010 MCN/UNODC Opium Survey, gross export value of opiate.

Afghanistan's non-service centred economy is heavily agrarian based and hence subject to fluctuations in global agricultural prices and environmental factors. Furthermore, public financial and economic institutions remain fragile. However, plans are in place to expand the primary sector, i.e. to more effectively exploit the mineral wealth and precious stones, as well as agribusiness. It is hoped that increased fiscal revenues through the increased exploitation of the mining sector and improved tax collection mechanisms, as well as increased customs revenues, could support an increase in government revenues, and thus the national budget.

In the meantime, however, the collection of government revenue and fiscal stability continue to be critical issues and fundamental requirements if Afghanistan is to increase its financial autonomy from donors. Despite government revenues having risen beyond expectations in 2009/10, up to 90% of development funding is derived from external funding, 60% of which is external to the national budget. If the transition is to be successful, government revenues will need to rise as aid may decrease significantly.

The causes of the current conflict in Afghanistan are a combination of three sets of factors: outcomes of conflicts spanning the last 35 years (destruction of infrastructure, poverty and weakening of government and social structures), contextual factors (Afghanistan's geopolitical relevance in the region, vulnerability to natural disasters, multi-ethnic population and social stratification – at least in recent history – between a minority urban elite and a largely conservative rural population), and certain drivers specific to the present cycle of conflict, including weak governance and under-development; exclusion and political marginalization; and the international community's military engagement in Afghanistan.

It is widely acknowledged that political solutions must be found to the current conflict and in 2010 the Government launched an Afghan peace and reintegration process. As a result, discussions between the Government, major power brokers, the Taliban and insurgent elements are underway. Through the establishment of both a High Peace Council as well as sub-national Provincial Peace Councils, a tandem approach to promoting sustainable peace has been developed, but these initiatives have received a severe blow with the September 2011 assassination of the head of the High Peace Council, former President Burhanuddin Rabbani, and the future of this process is currently uncertain.

In the short-term, the current increase in the level of violence is likely to continue, while each side seeks to assert influence to strengthen their respective positions with a view to a potential future political settlement to the conflict. Over the next year and beyond, the overarching strategy of the Afghan Government and its international partners, including the UN, will continue to be the Transition, reinforcing Afghan ownership and leadership in matters of security, as well as in humanitarian, recovery and development efforts.

The persistence of conflict has consistently undermined efforts to provide protection and security to populations in affected areas and almost 50% of Afghanistan is currently deemed to be insecure. Civilians suffer from injury, loss of livelihood, displacement, destruction of property, and disruption of access to education, healthcare and other essential services.

Attacks on Government service providers, e.g., teachers, doctors and nurses, not only deters access to services but diminishes the impact of these services.

Furthermore, despite some gains in the spheres of health, education and employment opportunities, women continue to confront discriminatory laws and policies, attitudes and practices that violate their basic human rights. Legislation promoting women's empowerment is in place, such as the Elimination of Violence against Women (EVAW) law, but not enforced. Harmful traditional practices against women and girls are widespread, occurring in varying degrees in all communities, both urban and rural, and among all ethnic groups.⁹ However, the lot of women is significantly worse in rural areas. Furthermore, women have very limited - if any - access to productive resources and source of income. The poverty status trends suggest that the gender gap could widen if there is not a stronger focus on gender issues.

According to the CSO (NVRA 2007/8), an estimated 52% of the population is aged below 17 years and, of these, 16% are under school age. Studies indicate that parents struggling with economic hardship often resort to excessive use of force and violent behaviour, and also place children at risk by sending them to work or beg on streets or even work across borders. Girls are also forced into early marriage or exchanged for dispute settlement, sometimes for economic reasons, other times due to harmful traditional practices.

2.2. Education Sector analysis

The Ministry of Education has made major strides in advancing the education sector and remains firmly committed to meeting the Education for All (EFA) and Millennium Development Goals (MDGs). The MoE successfully implemented the first National Education Strategic Plan (NESP 1, 2006-10). It embarked on the implementation of NESP 2 (2010-14) and developed an Education Interim Plan (EIP, 2011-13). These represent solid indications of the MoE's firm commitments towards rehabilitating the education system and addressing the negative impact on education access and quality.

At the national level, the Ministry of Education has established and chairs the first education coordinating body, the Human Resources Development Board (HRDB), bringing together various Ministries and education stakeholders. The HRDB has improved coordination and provides a forum for education policy dialogue.

Despite the ongoing conflict, and since 2001, major advances have been made in the education sector. Government support to education has resulted in a rapid rise in enrolment from little more than one million in 2001 to nearly 7.3 million in 2010 (including General Education, Islamic Education, TVET and Teacher Education)¹⁰, the highest number of

⁹ Harmful Traditional Practices and Implementation of the Law on Elimination of Violence against Women in Afghanistan. UNAMA/OHCHR. December 2010.

¹⁰ Students in Grades 1 to 14, including General Education, Islamic Education, TVET and Teacher Education based on 1389 (2010) School Survey data.

students ever to be enrolled in the education system,¹¹ with 38% being girls. Regarding the latter figure it important to remember that in 2001, hardly any girls at all went to school.

Access has, in part, been improved through the establishment of 9,400 new schools on top of the 3,400 that existed in 2002.¹² In the past eight years, there has been a near nine-fold increase in the number of teachers in Afghanistan schools and 30 per cent of these are women. To improve the quality of education being offered, more than 150,000 teachers have received in-service training.

At the community level, the general Afghan population is benefiting from the MoE's commitment. As the delivery of education services increases Afghans are increasingly positive towards education and demand is increasing. According the Asia Foundation Surveys from 2004-10, Afghans no longer see access to education as one of the top two greatest problems in the country. In 2010 approximately 70 per cent of respondents said that access to education was good or very good in their local areas. This progress is important because in some rural communities schools are the basis for the first relationship established with the GIRoA as service provider. The demand for education is growing even in some of the most insecure provinces. In Helmand, education is the top priority for communities.¹³

KEY 2010 AFGHAN NATIONAL EDUCATION STATISTICS

- 7.3 million children enrolled in all education types – General Education, Islamic Education, TVET and Teacher Education.
- General Education (Grades 1 to 12) has the largest enrolment 6,984,196. This includes government schools, private education, and community-based schools.
- 72% (5,039,410) of students are enrolled in primary education.
- 44% of the schools are primary (grade 1 to 6), 30% are lower secondary (grade 1 to 9), and 26% are upper secondary (grade 1 to 12).
- The gender ratio nationally is 0.59 for General Education. With 4,596,316 (63%) male students and 2,699,624 (37%) female students.
- General Education employs 162,418 teachers, 70% male and 30% female. The gender ratio is 0.44.

Despite the ongoing conflict, and since 2001, major advances have been made in the education sector. Government support to education resulted in a rapid enrolment from little more than one million in 2001 to nearly 7.3 million in 2010 (in General Education, Islamic Education, TVET and Teacher Education),¹⁴ the highest number of students ever to be enrolled in the education system,¹⁵ with 38% being girls. While many draw attention to the poor condition of girls' education, it is important to note that in 2001 hardly any girls went to school: today 38% do.

This reflects positive change in provinces such as Kandahar with some of the lowest enrolment rates for girls nationally – where they have seen a 1.34% increase in girls'

¹¹ MoE School Survey 1389 (2010); all students enrolled in the education system.

¹² MoE data unpublished.

¹³ UK Helmand Monitoring and Evaluation Project (HMEP), quarter 1, 2011.

¹⁴ Students in Grades 1 to 14, including General Education, Islamic Education, TVET and Teacher Education based on 1389 School survey data.

¹⁵ MoE School Survey 1389 (2010); all students enrolled in the education system.

enrolment from 2008/09 to 2010/11.¹⁶ Access has, in part, been improved for these students through the establishment of 9,400 new schools since 2001 when there were only 3,021 schools.¹⁷ In eight years, there has been a near nine-fold increase in the number of teachers in Afghanistan schools and 30 per cent of these are women. To improve the quality of education being offered, more than 150,000 teachers have received in-service training. See annex 8.4 for detailed information on MoE (NESP 2¹⁸) achievements for 1389.

While these achievements are impressive, there are a number of challenges ahead. In the face of high demand, the education sector must almost double its service capacity to provide education for the children currently out of school.¹⁹ This is a daunting task given Afghanistan’s geography, gender and rural-urban disparities, insecurity, low quality education and administrative limitations. The emerging demand scenario is particularly striking. A seven-fold increase in demand for education since 2001 has placed significant strain on the existing delivery system. Although many strengthening measures have been adopted, supply side constraints are likely to substantially limit effective demand over the medium term.

There are still over 4.2 million children out of school, 60% of them girls.²⁰ 68% of the 186,864 teachers do not meet the minimum requirement (Grade 14) for a fully qualified teacher. The teacher pupil ratio is 1:34 (2010)²¹ and – if permanent absent children return to school – it will rise to over 50 to 60 pupils per teacher with pupil enrolments projected at 8.6 million in 2012. Additionally 50% of the 12,421 schools still lack buildings.

ACCESS	QUALITY
<ul style="list-style-type: none"> • 50% schools are without usable buildings, boundary walls, safe drinking water or sanitation facilities. • Long walking distances to school and lack of safe/proper learning environments. • No female students enrolled in grades 10-12 in 200 of 412 urban and rural districts. • 245 out of 412 urban and rural districts do not have a single qualified female teacher. • 90 per cent of qualified female teachers are located in the nine major urban centres.²² • 450 schools are still closed or have been damaged in the past two years. 	<ul style="list-style-type: none"> • 68% of teachers lack the minimum required qualification of grade 14 graduation. • 50% of educational institutions do not have usable buildings. • There is a shortage of textbooks and other teaching and learning materials and problems in their timely distribution. • Multiple shifts have reduced the hours of instruction below international norms. • There are shortages of technical workshops for technical and vocational schools and laboratories for general education schools.

¹⁶ All Districts of Kandahar.

¹⁷ MoE data unpublished.

¹⁸ Given that EIP implementation has started only in 2011, achievements refer to NESP 2 implementation.

¹⁹ The “doubling” of capacity is based on student figures for 1388, including increase in numbers at primary level, transition from primary to secondary and increase in numbers in secondary. The capacity touches mainly on increase in number of teachers (1.5 per class as opposed to the present 1 per class for Grades 1 to 3) and the establishment of libraries, computer laboratories, etc.

²⁰ Based on UNPD population projection and School Survey data.

²¹ 1389 (2010) School Survey data.

²² Kabul, Herat, Nangrahar, Mazar, Badakhshan, Takhar, Baghlan, Jozjan and Faryab.

Underlying the delivery of education services are challenges with management and administration. MoE staff have low capacity, particularly at sub-national levels (Province and District), which is coupled with an insufficient number of trained directors, managers and school principals to develop and maintain an effective decentralized service delivery mechanism. In addition, untrained staff is managing complicated and lengthy procurement processes and must manage information and communications within a weak system.

There has been a steady rise in insecurity across the country, initially in the south and east and now spreading to areas previously considered safe. This has serious implications for the delivery of education services. For example, in many areas, anti-government forces have targeted schools, teachers and students. In 2010 a total of 197 education-related incidents were verified throughout the country.²³ Incidents affecting education included direct attacks against schools, collateral damage, killing and injury of students and education personnel, threats and intimidation, and forced school closures. These incidents were mostly perpetrated by armed groups (86 per cent) including confirmed attacks by the Taliban, but also by communal and traditional elements opposed to girls' education. 30 per cent of the incidents were carried out in September 2010, the month of the Parliamentary elections, when half of the polling stations were located in schools. Attacks have a major negative effect on the delivery of education services and the ability of children to participate, further compounding gender and provincial disparities. Insecurity disproportionately affects women and girls' access to education, with particular targeting of female teachers and attacks on girls' schools. The security situation also creates problems for education planning, management, infrastructure development, and the deployment of teachers to insecure rural and urban areas.

From a financial perspective the MoE faces wage and non-wage recurrent costs that dominate the sector with operational and maintenance costs often not met, and capital spending largely off-budget. The Ministry of Education employs 67 per cent of the civil servants in the country with 15 per cent of the national recurrent budget allocated for education. The MoE is also faced with heavy dependence on external and unpredictable donor support, much of which does not pass through the treasury system, leading to projectization and resource planning uncertainty.

Donors spent US\$ 896 million against a projected NESP 1 (2006-10), and are expected to contribute US\$ 1,053 million over the next four years to support the implementation of the MoE's priorities. Just over half of this commitment will be channelled through the external budget, as many donors remain cautious due to the MoE's low expenditure rates (see mapping of donor resources undertaken by the MoE in annex 8.5). Of the five priority areas identified in the EIP, the lion's share of donor support is directed toward General Education, covering grades 1-12, which is anticipated to receive 85 per cent of the required funding, followed closely by Teacher Education, which is expected to receive 82 per cent. Relatively

²³ SG 10th Annual Report on Children and Armed Conflict. 12 May 2011.

speaking TVET, Education Management Development, and Education Administration Development are areas that are over-funded (see chapter 4).

Given the current state of education in Afghanistan, consideration must be given to the following:

- **Managing complexity:** The MoE's best strategy to manage the complexity of the education sector is to continue to improve coordination and alignment amongst the various Ministries responsible for education and with NGOs, donors, multi-lateral organizations and the UN. Coordination mechanisms exist at the national level and can always be improved, but more attention must be given to coordination at the provincial and district levels with the aim to be more effective, ensure proper geographic spread, and make full use of organizations' comparative advantage. The GPE fourth Programme Priority on management will address this issue at all levels. The GPE process itself has given increased impetus to aid coordination and to policy dialogue.
- **Prioritization:** The challenges moving forward are immense; however, it is impossible to tackle them all at once. The MoE must continue to improve efforts to prioritize, as demonstrated in the EIP. Improved planning and prioritization at all levels of the MoE will deliver tangible results. The drive for more effective prioritization has been the key issue in the process of moving from the broad NESP 2 scenario to the more focused objectives of the EIP and finally to more 'do-able' and relevant GPE Programme Priorities.
- **Leadership and local ownership:** Continued leadership by the MoE and increased ownership and support for education at the community level, accompanied by community empowerment, will greatly help to ensure the right to EFA. The momentum that the MoE has gained with its recent membership in the GPE must be maintained. Support at the community level is the 'cornerstone' component of the GPE Programme.
- **Sustainability:** While substantial gains in education have been made in recent years, efforts must be made to ensure that they are sustained. For example, the increased number of students enrolled in primary school must have opportunities to complete their upper secondary education so they are not lost from the system. Recognizing the dependence on external support, the MoE must also mitigate the risk of decreased donor assistance in future years through sustainable programming. All four GPE Programme Priorities are integral parts of MoE's strategy for achieving EFA.
- **Innovation:** Doing more of the same will not allow the MoE to reach the remaining out-of-school children. Special attention and new thinking is needed to improve access for girls and boys living in rural and remote areas. Learning from innovative service delivery approaches that have worked in the education sector, will mean getting ahead more quickly. Community-based education (CBE) has been operating successfully in the country and is the major 'deliverable' of the GPE Program.



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3. THE GPE PROGRAMME PRIORITIES

The GPE Programme consists of an integrated package of four Programme Priorities targeting 13 Provinces and 55 Districts with (i) low education indicators (particularly in relation to gender), (ii) difficult access (rural, remote, underserved, low economic indicators) and (iii) insecure conditions. The overall objective is to increase and sustain equitable access to education in these target Districts. The focus is primarily on primary and basic education, leaving the policy floor open for a dialogue around a balanced expansion as between primary and secondary education (specifically as it relates to getting more girls to secondary school).

The four Programme Priorities are:

- Strengthening community and social mobilization and governance systems at the local level;
- Expanding and reinforcing multiple pathways to education;
- Increasing the number of qualified female teachers;
- Streamlining policy and administrative systems in the Ministry of Education.

The Priorities have been chosen on the basis of their proven positive effects on increasing access to basic education, particularly for girls, in remote and insecure areas.

The integrated package of four Programme Priorities consists of key strategies and activities drawn from the EIP. They are further elaborated, strengthened and addressed in an intensive, vertical mode focusing on the quality of interventions. The GPE Programme focuses on a catalytic approach rather than traditional inputs. Given the limited funding in relation to the needs of and investments in Afghanistan, the idea is to test and provide a qualitative model of intervention that can leverage more action and that can be scaled, particularly in insecure areas. The package will help develop platforms for longer term, sustainable education services that will continue to be relevant after the expected decrease in donor interest post-2014.

3.1. Rationale

A major strength of the Programme is its focus on the most disadvantaged populations in insecure areas and its potential to make inroads into the education deficit of remote, rural and insecure communities. The demand for education continues to grow, even in some of the most insecure provinces. The delivery of appropriate education services by the GPeA is a critical component in building trust in the state and the social contract between citizens and their Government. The GPE Programme, with its focus on insecure areas and underserved populations, will play a vital role in ensuring that people in some of the most underserved areas of the country see improvements in the availability of education. Success in insecure areas is crucial for sustainable education service delivery and to enable the next significant steps in the expansion of access in the country. The 55 Districts are areas where conflict threatens education, yet education there is an essential pathway to greater security, not only for the local communities, but for the country as a whole.

The objectives of the GPE Programme address the most critical challenges of the Education Sector: low access rates in primary education; the need for alternative approaches to help overcome challenges associated with the socio-political situation and geographical context; the need to take affirmative action to promote girls' education and the need to continue to build the capacity of the MoE to sustain education delivery. Each of the four Programme Priorities has a rationale on its own; at the same time they are interdependent and their integration and convergence is seen as the key to achieving maximum impact.

Programme Priority 1: Strengthen community and social mobilization and governance systems at the local level

Community support and involvement has proven to be an important factor in determining school enrolment and attendance. The closer the spheres of the home/community and the school are, the greater the chances for high enrolment, low drop-out and gender parity and equity. The more communities are involved in the design of their children's education the more they will be committed to protecting and expanding it. Worldwide, community mobilization has been cited as an effective methodology for changing community attitudes and perceptions, empowering local communities, creating a demand for education, and making the public education system more responsive and more inclusive. Community mobilization also underpins the work in two other GPE Programme Priorities on multiple pathways to education and increasing the number of female teachers.

Afghan society is characterized by a high sense of local identity and pride. Every community is unique and protective of its customs and beliefs. Any system that would threaten this style of life is most often rejected. Taking into consideration Afghanistan's cultural/social hierarchy, one of the few models that has had great success in terms of persuading communities towards specific goals has been community mobilization combined with the utilization of traditional community-based structures, such as School Management *Shuras* (SMS). It is not only important that communities know *about* education and its importance; they also need to be involved *in* the education of their children. School Improvement Plans (SIP) feature strongly in strategic plans in many countries, however, many of these are often developed by head-teachers and seldom shared with school committees or communities.

Last but not least, community and social mobilization is the key to safe access in the context of insecurity in Afghanistan and represents a vital mitigation strategy against the risks inherent in such contexts. It is a very strongly held view of the MoE that not only should communities own education with the role of the Ministry to ensure adequate support, but that the communities consider schools as zones of peace – areas to be negotiated with conflicting forces as safe havens for children – and as essential building blocks towards national peace and reconciliation.

Programme Priority 2: Expand and reinforce multiple pathways to education

Alternative approaches to education have been shown to be the solution where formal systems (often strongly urban based) fail. The BRAC phenomenon in Bangladesh is one

such approach, but there are many others. Alternative systems allow for the flexibility necessary to address the problems facing local communities – the need for labour, the distance to formal schools, the reluctance of formally trained teachers to work in rural areas, etc. They provide access to basic education in a more suitable manner, and in many countries they are also offer equivalence with formal qualifications, thus enabling candidates to pursue their education at higher levels.

The CRS Burde-Linden Study on the **Effect of Proximity on School Enrolment** (2009) showed that as the distance of the school from the community increases, enrolment and performance drops dramatically – within a mile enrolment rates are above 70% and at 2 miles they drop to less than 30%. The drop is even more dramatic for girls. Test scores also decline dramatically at about 2 miles out. It is important that the CBE class be within 1 mile.

Community-based Education (CBE) and Accelerated Learning Programmes (ALP) and similar alternative models have proven successful in getting more girls into schools in Afghanistan. The continuing insurgency and associated security threats, community attitudes and beliefs about girls' education, and the inability of the government to reach remote areas make CBE, ALP, and mosque-based schooling the most feasible options for meeting the EFA goals.

These three strategies being adopted in this Programme Priority have also a high degree of acceptance among Afghanistan's communities. This is because they are inherently flexible, meet the education needs of the students, allow them entry at various points, and complement the public education system. Many young people's earliest education experience is from their local mosque; many others received their basic education in refugee camps in Pakistan or Iran.

Last and not least, part of this Programme Priority is to re-open 300 of the hundreds of school that have been destroyed or closed during the past years. Supporting communities to rebuild and/or reopen their schools is a powerful expression of the intent to revitalize the education system and put the entire nation on the path towards peace.

Programme Priority 3: Increase the number of qualified female teachers in areas with high gender disparities

A shortage of female teachers, and the overwhelming concentration of qualified female teachers in urban areas, is a major stumbling block to increasing girls' enrolment in school. Given the strong correlation between the number of female teachers and the number of girls attending school, and given that female teachers constitute only between one and four per cent of the teaching force in Provinces such as Paktika, Khost, and Uruzgan, the third GPE Programme Priority will aim at increasing the number of female teachers in insecure, rural and remote districts.

While overall 31 per cent of general education teachers are female, that percentage rises to an astonishing 70 per cent in Kabul. Meanwhile, in 230 Districts in the country, there are no qualified female teachers at all at the high school level.²⁴ In most areas of the country,

²⁴ MoE School Survey 1389 (2010).

parents are willing to send younger girls to schools with male teachers, but once girls reach mid-primary or so, enrolments drop off sharply. For the country as a whole, the number of girls in Grade 5 is about 20 per cent lower than those in Grade 4, with a similar decline occurring from Grade 5 to 6.²⁵ See table 3.1 below.

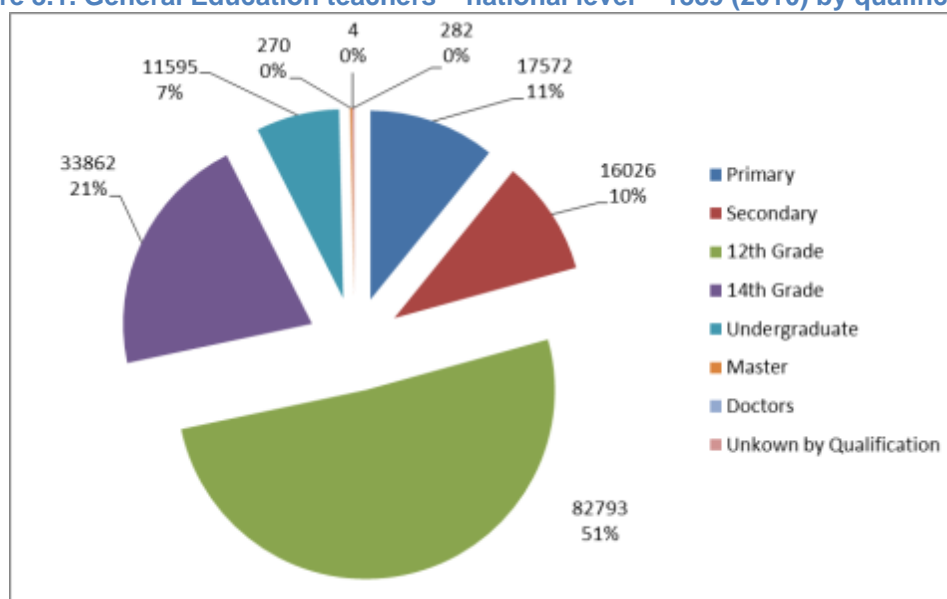
Table 3.1. Gender Parity Index (GPI) in rural and urban areas

Level Of Education	Total	Urban	Rural
Primary	0.44	0.13	0.87
Secondary	0.3	0.16	0.84
Upper Secondary	0.27	0.32	0.68

Source: MoE Statistics, 1388 (2009).

One factor in the enrolment decline is the shortage of separate schools for girls, staffed with female teachers. Figure 3.1 shows the situation with respect to the qualifications of teachers. In 1389 72% of General Education teachers did not meet the MoE definition of a qualified teacher – a teacher who has completed Grade 14 or above. Only 28 per cent of teachers had a Grade 14 or above qualification. School performance is seriously affected in the majority of districts across Afghanistan, most of which have less than 24 per cent of trained teachers.

Figure 3.1. General Education teachers – national level – 1389 (2010) by qualifications



Source: MoE Statistics, 1389 (2010).

Programme Priority 4: Streamlining policy and administrative systems

There is good evidence that ministries that deliver on education results and reforms have strong senior management teams. Ministries of education worldwide face many challenges; however, they cannot be replaced. They are the only guarantors of education service delivery, specifically for the poor and marginalized. The MoE in Afghanistan has emerged as

²⁵ 2008 enrolment data cited in the Education Sector Analysis, 2010.

a highly capable body and has overseen remarkable progress in the Education Sector. It has played a stewardship in setting strategic directions, in policy formulation, in coordinating donors and in mobilizing resources.

However, significant challenges remain (and these will affect delivery on the three first Programme Priorities). For example, most of the policy formulation, budget preparation, and administrative functions are carried out at the central level and very little capacity exists at the District level. Very little professional development opportunities have been available at the District level. The MoE needs to develop adequate capacity for policy review and development in order to assess and implement policies that are effectively addressing the education needs of target groups and that are simultaneously financially affordable and sustainable. Furthermore, the basis of all good planning is information and thus the critical need for an effective Monitoring and Evaluation (M&E) system that provides timely, accurate and programmatically responsive data. Finally, there are issues of poor coordination between the various MoE Departments as well as synchronization of external grants, weak information flows and linkages, and low budget execution.

The success of the Education Interim Program (EIP) and of the GPE Programme Priorities will depend on the degree to which the Ministry of Education develops and strengthens its capacity to guide (policy) and manage (administration) the education system at all levels, including the coordination of implementation of external grants.

Convergence and integration

The MoE will adopt a “convergence” approach in relation to the four Programme Priorities, which means that all will be implemented in the same Districts with the aim of achieving maximum impact. This is an important aspect of the Programme design and essential to achieving the anticipated results.

Furthermore, also for maximum impact, the four Programme Priorities are not a set of standalone interventions. They will be delivered as an “integrated package” in four ways:

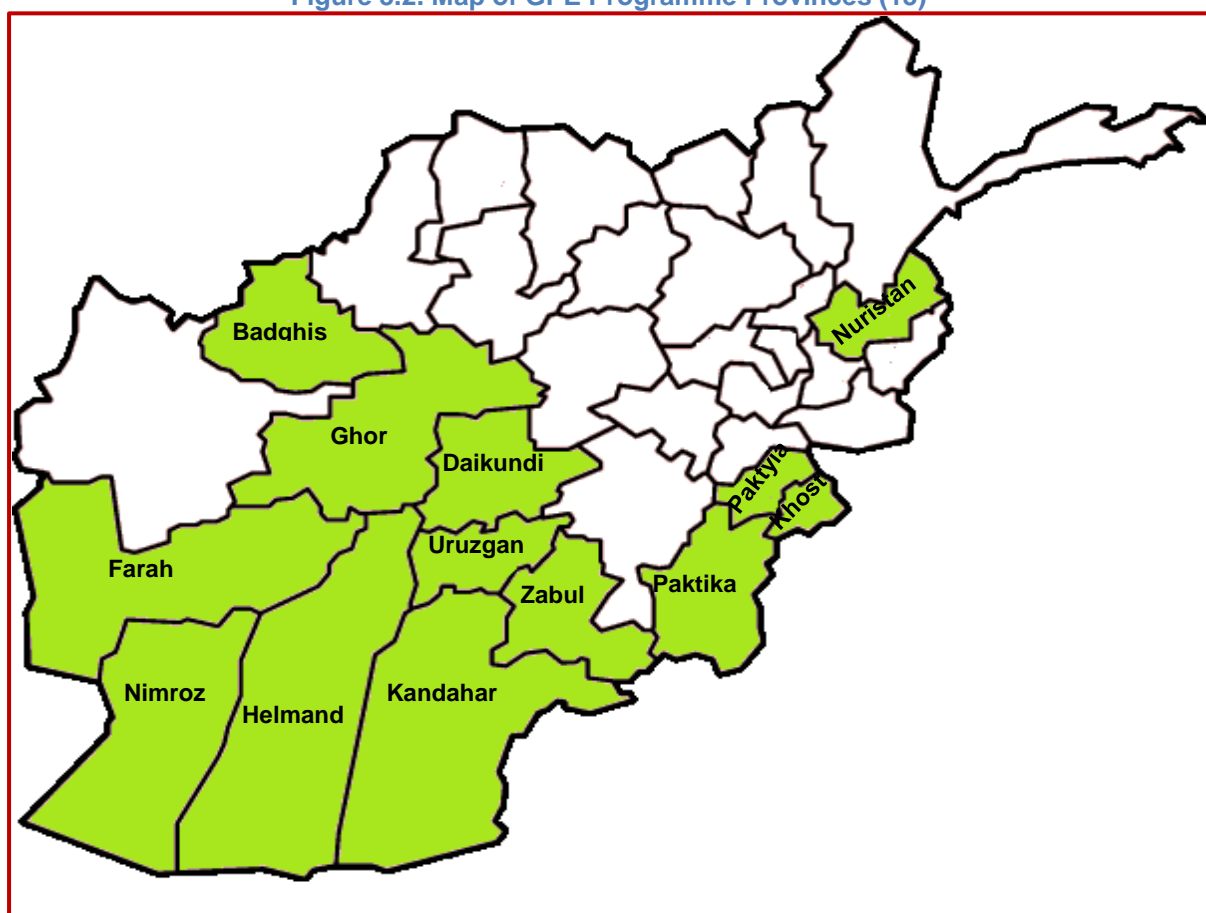
- Community and social mobilization – downstream and upstream – lies at the basis of all activities (and cross-cuts them) and aims at ensuring the effective and sustainable delivery of school governance, alternative pathways to education at the local level, school reopening, and support to female teachers. Social mobilizers will be the focus of all activities and will be supported through a solid communication strategy and policy framework (to be developed through Programme Priorities 1 and 4). They will constitute the “eyes and ears” of the GPE Programme and will be key to monitoring.
- Relations and links between the work of social mobilizers, NGOs (who will act as implementers for several activities across the Programme Priorities), District Education Offices (DEOs) and Provincial Education Departments (PEDs), as well as MoE central levels will be systematized across the four Programme Priorities through joint activities, exchanges of information, reporting functions, EMIS and the training of MoE officials at DEO, PED and central levels on planning and monitoring.

- A policy framework with standards and procedures will be developed for all the three other Programme Priorities. It will draw on the experiences and lessons learned from the GPE Programme as well as those from other programmes.
- A Program Management and Coordination Unit (PMCU) in the Office of the Minister will ensure systematic coordination and fertilization across line Departments (implementing the GPE Programme) as well as in relation to external grants.

3.2. Coverage

Given that the GPE Programme is directed towards high impact catalytic activities, it has been decided that the GPE Grant will be utilized to further Afghanistan's progress in meeting the EFA goals in 55 Districts of the following 13 Provinces: **Badghis, Daikundi, Farah, Ghor, Helmand, Kandahar, Khost, Nimroz, Nuristan, Paktika, Paktya, Uruzgan and Zabul** (see annex 8.6 for a mapping of the Provinces and Districts, together with education data).

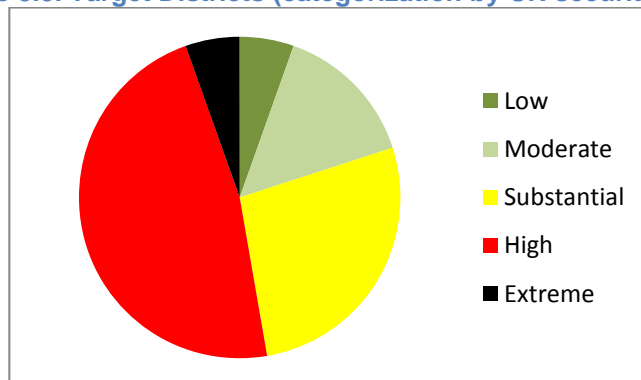
Figure 3.2. Map of GPE Programme Provinces (13)



The 13 Provinces suffer from a lack of economic and communication infrastructure, relatively dispersed population centres, difficult terrain, formidable security challenges (see figure 3.3),

and, related to these factors, a critical lack of educational infrastructure. The 55 Districts have also been chosen because they are in need of multiple and convergent approaches.

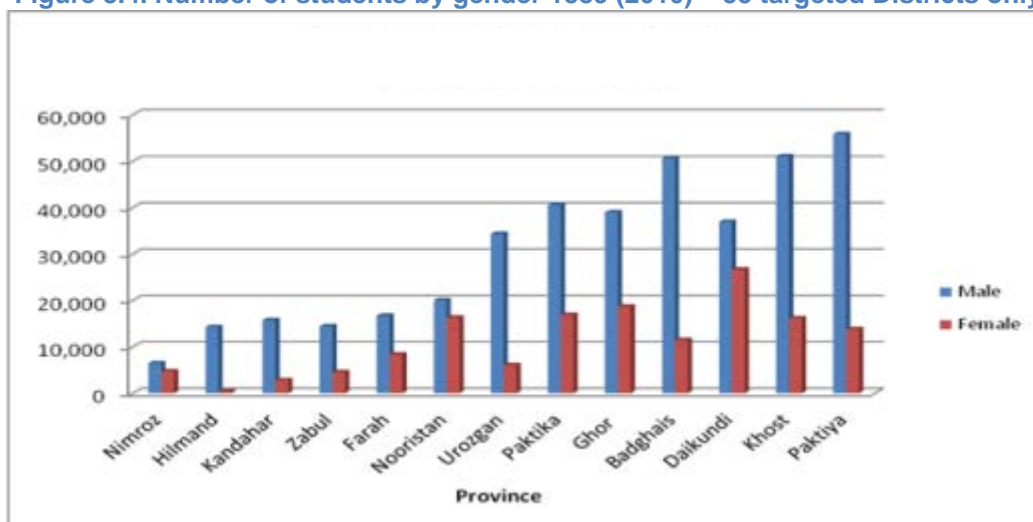
Figure 3.3. Target Districts (categorization by UN security level)



Source: DSS Security Level System 1390 (2011).

Gender disparities are a key marker of these Provinces, and more specifically the 55 Districts. All of the targeted provinces have a low number of girls' schools. Provinces such as Badghis, Helmand, Kandahar, Khost and Uruzgan are marked with low girls' enrolment and a range in literacy rates for girls of 1 to 4 per cent. In Uruzgan, as an example, there are only 28 upper secondary schools (Grades 10 to 12) in the entire Province, with only 4 (2 girls and 2 mixed) of these schools offering education for girls; 11% (6,057) of the students attending General Education are girls.²⁶ In the 55 targeted Districts, no girls have graduated from Grade 12. The highest number of female students is found in Nuristan at 45% (16,281), but Nuristan is a province of low enrolment overall; in 1389 students in Nuristan made up less than 1% of students enrolled nationally in General Education (see figure 3.4 below).

Figure 3.4. Number of students by gender 1389 (2010) – 55 targeted Districts only

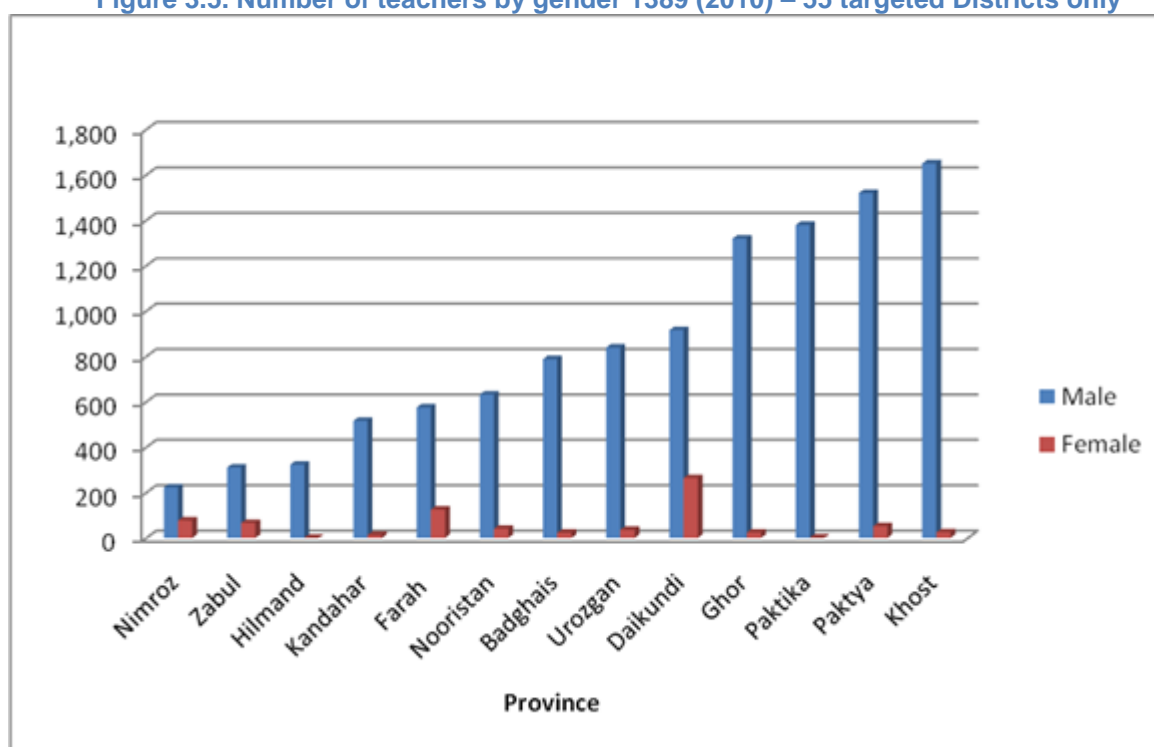


Source: MoE School Survey, 1389 (2010).

²⁶ MoE EMIS statistics from 1389 (2010).

Furthermore nationally, the distribution of female teachers is skewed in favour of big cities such as Kabul, Herat and Balkh and there are as many as 109 Districts across the nation that have only one or no female teachers. In the 55 targeted Districts there are no or very low numbers of qualified female teachers (Grade 14), ranging from none at all in the targeted Districts of Badghis, Farah, Nimroz, Helmand, Kandahar, Ghor, Paktika, Daikundi to 25% (13) in Paktiya. Of the targeted provinces, Helmand has the lowest number (3%) of female teachers in the four targeted districts. The targeted districts are below the total of 6% (749) female teachers and well below the number of female teachers found in urban areas, for example Kabul 74%. See figure 3.5 below for gender breakdown of teacher by Province, for the 55 targeted Districts only.

Figure 3.5. Number of teachers by gender 1389 (2010) – 55 targeted Districts only



Source: MoE School Survey, 1389 (2010).

Provinces and Districts at a glance²⁷

The 13 selected Provinces contain 145 Districts, however the coverage data only describe the data for the 55 targeted Districts and are taken from the 1389 (2010) School Survey data conducted by the MoE.

²⁷ The Provincial summaries are based on the 1389 (2010) School Survey data and include permanent absent students. The data collected by the MoE does have problems of reliability and validity, however the school survey is the largest data collection exercise conducted annually in Afghanistan entirely by civil servants. So although challenges remain, the achievement in this area should not be overlooked. The MoE has a clear plan for improving the monitoring and evaluation capacity of all programmes in the MoE, supported by the Department of Planning. As an additional measure the MoE will also contract an independent research body to verify the data in a sample of schools. This data validation will also generate a margin of error that can be applied to the school survey data. This may lead to baseline figures being adjusted but will provide the most accurate figure available for education across the country.

- In **Uruzgan** Province in the 4 targeted Districts there are 189 schools (17% female schools) and 40,435 students. The availability of female teachers is 4% (14) with 1 female teacher meeting the MoE definition of a qualified teacher that has completed grade 14. The student teacher ratio is 46:1 (41:1 male; 168:1 female).
- The targeted 5 Districts in **Paktiya** have a total of 137 schools with 69,954 students (20% female) with only 3% of female teachers who have graduated from grade 14 or above. The student teacher ratio is 44:1 (male 36:1; female 266:1). Of the targeted Districts only Gardez the provincial capital has any female teachers (52), correspondingly this District has the highest percentage of female enrolment (53%).
- In the 2 targeted Districts in **Zabul** 74 schools will be included across two Districts, the majority of the schools (44) cover grades 1 to 6, there are only 3 schools for girls that offer schooling above the primary grades. This creates a situation where very few girls access schooling in the higher Grades, therefore the availability of female teachers to staff classes for higher Grades remains static as the Districts are not generating females with a high enough level of education to work in secondary schools. Strategies such as relocation of qualified female teachers to these areas will allow a greater number of girls to continue their education, and increase the available pool of potential female teachers.
- **Badghis** is located in the North West of Afghanistan. The Province has districts that are rated as having a moderate to high security risk and it has also been subject to natural disasters, including drought and flooding. The 4 targeted Districts currently provide general education for just over 62,000 children (11,498 girls) across 265 schools. However only 372 girls were enrolled in secondary education in 1389 and of the 23 female teachers none held a grade 14 qualification.
- **Nuristan** is located within the Hindu Kush mountain range, and is a sparsely-populated area with difficult terrain and a particularly harsh winter climate. All of the targeted Districts are rated high for insecurity. Six Districts with 144 schools will be targeted; the majority (70) of schools are mixed, with the remainder being divided equally between boys' and girls' schools. The student population is 55% male (20,069) and 45% female (16,281), yet of the female students only 10% (1,656) have progressed to secondary education. The Districts also have a high student teacher ratio (54:1): of the 673 teachers 41 are female, and 9 of these female teachers have completed grade 14.
- The four targeted Districts for **Daikundi** are Ashtarlai, Khadeer, Kijran and Kiti Districts. There are in total 148 schools with 63,637 students (42% female). Of these schools, 115 schools are mixed, 24 schools are for females and 9 schools are for males. Only 19% (of 148 schools) have their own buildings. 1,180 teachers are employed; of these teachers 22% are female and none of them possesses a grade 14 qualification. Among these Districts, the lowest student teacher ratio is for Khadeer with the ratio of 50:1 (89:1 female; 37:1 male) and the highest student teacher ratio is for Kijran with the ratio of 61:1 (143:1 female; 44:1 male).
- **Farah** Province is located in the Western part of the country. The four targeted Districts have a total of 107 schools with 25,091 (33%) female students. Of these schools 35% are mixed, 21% are for females and 44% are for males. Out of the total schools, 46% have their own buildings. There are 700 teachers (18% female teachers). Only one female teacher has completed Grade 14. The student teacher ratio for the targeted

Districts is 36:1 (67:1 female; 29:1 male). As can be seen from the table, generally, the percentage of female teachers is low for targeted Districts, in particular in Purchaman there is no female teacher and this is likely a major factor behind the lower participation of female students (20%) in this district than others.

- The six targeted Districts in **Khost** Province have a total of 130 schools with 67,236 students (24% female students) with only 4% (1) of female teachers who have graduated from grade 14 or above. Of the existing schools 50% do not have buildings. The student teacher ratio is 40:1 (male 31:1; female 143:1).
- The five targeted Districts in **Paktika** Province have a total 119 school with 57,433 students (29% female) with only two female teachers, severely limiting educational opportunities for older girls. Only 28% of schools have buildings, with the remainder holding classes outdoors. The student to teacher ratio is 42:1 (male 29:1; female 8433:1).
- The four targeted Districts in **Helmand** Province have some of the lowest numbers in the country for girls enrolment, with only 403 girls currently enrolled in schools. However 99 (25%) of these girls are enrolled in secondary education, despite having only 1 female teacher. Proportionately this is the highest figure for female secondary enrolment, showing that a clear demand exists when support of the community can be mobilized.
- Across **Kandahar** three Districts will be targeted that currently deliver general education to 18,580 students (15% girls). Of the 108 schools, 30 do not have a building. No girls' schools exist, but the 224 girls reported to be enrolled in Grades 7 to 12 are accommodated in mixed schools. These schools generally have one shift dedicated to female education, and this allows older girls to attend the school. Of the 529 teachers the percentage of female teachers is very low (2%) in these Districts and no female teachers have attained a grade 14 qualification.
- In 1389 **Ghor** had 57,682 children enrolled in grades 1 to 12 (General Education), including 18,698 (32%) girls across the five targeted Districts. Of the 232 schools only 14% (33) have a building. This puts Ghor near to the bottom of the targeted provinces for availability of school buildings. Schools in Ghor are closed for the winter when snow can close roads from November to April and in summer the province is drought prone creating very difficult conditions for schools that are outdoors or in tents. Ghor is also one of the Provinces that receives a large number of Kuchi nomads in Summer, therefore programmes in the Province should also target the seasonal population.
- **Nimroz** is a southern Province. The level of insecurity is rated as high to extreme. Three Districts are targeted in this Province, in 1389 (2010) there were 50 schools the majority (70%) were mixed schools, and 6% girls schools. The number of enrolled children was just over 11,000, consisting of 42% female students of which only 6% were enrolled in secondary education. The Districts currently employ 300 teachers, including 26% (77) female teachers. However none of the female teachers have a grade 14 qualification.

3.3. Programme Priorities in detail

In this section, the four Programme Priorities are presented and analysed in terms of strategies, activities and operational features. The attached operational plan with budget,

targets and beneficiaries, together with timeframe of activities, provide further detailed information on implementation aspects (see annexes 8.7 and 8.8).

The overall budget for the GPE Programme is US\$ 55.7 million, allocated across the four Programme Priorities as follows:

- Strengthen community and social mobilization and governance systems at the local level (US\$ 14.8 million, 27%).
- Expand and reinforce multiple pathways to education (US\$ 17.2 million, 31%).
- Increase the number of qualified female teachers in areas with high gender disparities (US\$ 16.4 million, 29%).
- Streamline policy and administrative systems in the Ministry of Education (US\$ 7.4 million, 13%).

In implementing the GPE Programme, the MoE will ensure that GPE activities will complement and add value to those underway both in terms of geographical coverage as well as design. Through the GPE Programme, the MoE will be able to achieve complete coverage of Districts in many of the targeted Provinces, while also pursuing opportunities for geographical expansion in areas with little current external support.

Once such programme is the Education Quality and Improvement Programme (EQUIP II) (2008 - 2012), which develops a basic package of education services that is delivered and scaled in all provinces and districts across the country.²⁸ While there are apparent overlaps between the GPE and EQUIP programmes, the GPE Programme will rather complement and add value to EQUIP by focusing on tailored interventions for insecure provinces and on intensive and converged interventions that are qualitative in nature and that could potentially be scaled by EQUIP in its third phase (EQUIP is not tailored to any particular context of the country; it adopts a “one-size fits all” strategy, naturally dictated by its “scaled-up” nature). In this regard, the GPE team is working and will work in close partnership with the EQUIP team to synchronize activities and reporting and to exchange information and build on lessons learned. The detailed

COMPONENTS OF THE EQUIP PACKAGE

Component 1 – School grants

Under this component school grants are provided for (i) quality enhancement, (ii) infrastructure, and they are accompanied by (iii) social awareness and mobilization.

Component 2 – Teacher and principal training and education

This component aims at increasing the level of professional knowledge and skills of educators through (i) support to District Teacher Training Teams, (ii) training of school principals, and (iii) increasing female teachers.

Component 3 – Management, monitoring and evaluation

This component aims to support the existing structure for EQUIP in the MoE and to establish a practical monitoring and evaluation system for the project through (i) project management and coordination, (ii) monitoring, and (iii) evaluation.

²⁸ EQUIP II is funded by IDA (WB own funds) and the ARTF (Canada, Germany, Japan, Sweden and Australia). It provides a single channel of on-budget funding to the MoE and a single reporting system from the MoE to donors. It develops a basic package of education services that is delivered and scaled in all provinces and districts across the country.

account on the GPE Programme Priorities below will highlight some of the synergies.

There is also the question as to the likelihood of objectives being achieved in light of the security situation in the chosen provinces and districts. Buy-in of local leaders and elders is going to be the essential pre-condition to starting work on the three first Programme Priorities and will represent the key mitigation strategy. Social mobilization will be implemented in phases and the first phase will consist of mobilizing the religious leaders and elders in order to prepare the ground for activities. This will be a “test” to assess the feasibility of starting activities in the Districts.

It should be also noted that while 55 districts are being targeted, the costing in the operational plan of annex 8.7 is made on the basis of only 40 districts. This is to allow flexibility of targeting in case activities do not work because of security or other reasons, and in case these districts are served by other donor and partner interventions. The relative needs of Districts are going to be better known once leaders and elders are mobilized, social mobilizers recruited, and once School Improvement Plans (SIP) are developed.

Finally, while the Moe will be the key implementer, NGOs will be playing a key part in the GPE Programme and have been fully involved in the consultations related to the development of this Programme Document. A framework of communication and capacity development and a synergistic approach between NGOs and the MoE at provincial and district level will be established. A key consultation workshop will be held with NGOs ahead of implementation to discuss implementation arrangements, terms of reference, but also design and approaches.

GPE Program Priority 1: Strengthen community and social mobilization and governance systems at the local level (US\$ 14.8 million, 27% of GPE Programme budget)

Two synergistic strategies will be adopted under this first GPE Programme Priority. The first strategy focuses on communities and leaders/elders and their attitudes to schooling and education. The objective is to strengthen community and social mobilization with a view of addressing sociocultural and political barriers to education; developing greater understanding of and support specifically for girls’ education; increasing school enrolment and performance, particularly for girls; and ensuring social support and a protective environment in and around the schools. Communication work here entails both downstream and upstream approaches. Communities are also brought into effective dialogue with leaders and elders. Bonds of trust can be created that have benefits far beyond the school including, for example, strengthened mechanisms for solving local conflicts. The whole approach will be guided by a communication strategy developed by the MoE through a participatory process to leverage community and social mobilization for the EFA goals in Afghanistan.

The second strategy will address community involvement in school governance through the development and implementation of School Improvement Plans (SIPs). The objective here is

to mainstream and implement a concept of quality education at the school level that involves the physical school environment as well as effective learning, safety and protection, health, water and sanitation, participation and equity, and management. SIPs will be the key mechanisms to rally communities, teachers, and students around the delivery of quality education at the local level.

This Programme Priority cross-cuts all the others and provides the basis for the implementation of the GPE Programme. Social mobilizers will provide the link for all activities at the community level and will maintain the network of relationships between School Management *Shuras* (SMS), NGOs, DEOs and PEDs.

The box below shows linkages to the EIP and provides the list of implementers of this Programme Priority.

Linkage to EIP:

EIP programmes and sub-programmes: 1. General and Islamic education; 1.1. General education - increasing access to basic education; 5. Education governance and administration; 5.2. Strategic management development

EIP general and specific objectives: Increase enrolment in formal education by 1.8 million, with 40.3% girls, with a focus on rural areas; strengthen the participation of parents and local leaders and elders in the management of schools. Strengthen relations and communication between education programmes and local, national and international media within a framework of a communication strategy and developed policies

EIP strategies and activities: Conduct public awareness programmes; increase the involvement of local leaders and elders; organize campaigns for girls' education; address barriers to girls' education; engage parents through SMSs in the supervision of schools; provide grants to SMSs to be used for school improvement. Develop and implement communication strategy; develop public awareness material; organize consultation workshops

Implementers: General Education; Academic Supervision; HRD; Publication and Communication; ISD; DEOs; PEDs; Procurement; Finance and Accounts; NGOs

Strategy 1.1. Enhance community and social mobilization

The first key activity under this strategy is broadening and strengthening the engagement of communities around schools, and specifically for girls' education. Social mobilizers will play a key role in this activity. It will be achieved through the following:

- Development of training material and guidelines for social mobilizers, creating linkages with two other Programme Priorities (multiple pathways and female teachers). This will be done in coordination with the EQUIP II teams. The EQUIP guidelines will be reviewed and improved to be more comprehensive, including tasks related to the GPE Programme (engagement of leaders and elders, work with SMSs on SIPs, engagement with CBE, ALPs, mosque-based education, engagement for the re-opening of schools, support to female teachers, etc.).
- The identification, recruitment (as needed) and training of social mobilizers on their roles and responsibilities. As this will call for a thorough knowledge of local customs and traditions, every effort will be made to recruit and/or work with mobilizers from the concerned communities. Clear TOR will be developed in relation to the guidelines above. The social mobilizers will be the link between all Programme Priority activities, thus ensuring a holistic and synchronized approach to community mobilization in and around

schools. They will become familiar with all the elements of the Programme Priorities and will be able to act as the ‘eyes and ears’ of the GPE Programme at local levels, monitor implementation, provide reports and devise lessons learned. Comprehensive social mobilization plans will be developed and used as monitoring tools.

- Social mobilizers will be trained by NGOs; this will however be done within the framework of DEO and PED capacity development on planning, where DEOs and PEDs will be familiar with the community mobilization approach. This in turn will strengthen the linkage between MoE officials and communities and ensure institutionalized technical support from DEOs and PEDs.
- Provincial social mobilization coordinators will also be identified and recruited within PEDs. Their role would be to ensure linkages among all social mobilizers at the provincial and district levels and to provide the needed technical support. They will be housed in PEDs.
- Bi-monthly meetings will be conducted among social mobilizers, NGOs, DEOs and PEDs. These will be organized by the provincial social mobilization coordinators and will be important in creating linkages to DEO and PED work, in sharing information and in ensuring institutionalized support.

The second key activity is engaging political, traditional and religious leaders and elders to promote education and girls’ education in Afghanistan. This will be achieved through the development of advocacy material and engagement guidelines and through the organization of regular events at district and provincial levels. These events will be organized by social mobilizers and provincial social mobilization coordinators. They will aim at rallying leaders and elders, facilitating exchange and profiling and rewarding best practices. Work with leaders and elders will be further defined in the communication strategy that will be developed through the third activity. NGOs will play a key role in the implementation of this activity.

The third key activity is the development and implementation of a country-wide communication strategy, including for girl’s education. This will include the assessment of communication gaps and will be done in collaboration with NGOs. Elements of the communication strategy will include advocacy material, guidelines for engagement, public service announcements, public gatherings and a national conference on girls’ education. The Minister of Education will be a key figure in the strategy given his staunch leadership on education in Afghanistan, together with the *Ulema* Councils, and members of Parliament

Strategy 1.2. Strengthen school governance for quality schools

The following activities will be undertaken under this strategy.

- The strengthening and training of School Management *Shuras* (SMSs) on their roles and responsibilities and on the development of School Improvement Plans (SIPs) – to be undertaken by social mobilizers. Existing MoE manuals on the training of SMSs (developed with the support from EQUIP II and UNICEF among others) will be reviewed and improved to include – in a comprehensive way – aspects of child-friendly teaching and learning environments, participatory approaches in and around the school,

protection mechanisms, outreach strategies to out-of-school children and specifically girls, and engagement on the physical environment of the school. The issue of school maintenance will be a key component of the approach (it is not given enough importance in Afghanistan by either the communities or school management and this has been having a negative impact on the school and learning environment).

- The costing of SIPs will also include community contributions where possible. Contracts will be signed with communities in this regard. An average amount of US\$ 9,850 (between 4,000 and 30,000 depending on the SIP activity)²⁹ per school has been set for SIP-based school grants, and approval will be based on SMS recommendations. The grant can be used for infrastructure improvement, maintenance, water and sanitation, boundary walls, etc. Engineers will be contracted if this entails construction aspects.
- NGOs will receive the school grants and will disburse them according to established and agreed regulations. Once the SIPs are developed by the SMSs, approved by the DEOs and PEDs, and orders issued by Ministry authorities for the transfer of funds, the NGOs will receive the school grants, transfer them to the relevant schools, and provide the necessary fiduciary monitoring and reporting. A system will be developed to provide the grants within instalments based on performance, reporting and evaluation of needs.

GPE Programme Priority 2: Expand and reinforce multiple pathways to education (US\$ 17.2 million, 31 % of GPE Programme budget)

The objective of this Programme Priority is to increase access to basic education by expanding and reinforcing multiple and alternative basic education programmes. The outcome is first and foremost the direct reduction in the number of out-of-school children in the remote and insecure areas of Afghanistan. The aim is also to improve the implementation of CBE, ALPs and mosque-based education and facilitate bridges to the formal education system. Particular emphasis will be on providing increased opportunities for girls to access and pursue educational initiatives, building largely on the successes of community-based education. CBE is the only educational modality in Afghanistan that has successfully provided educational services to more girls than boys; it therefore has a proven track record of being able to narrow the country's educational gender gap. CBE models also appear to have transcended the security challenges that exist in many parts of the country.

This GPE Programme Priority will also aim to reopen 300 of the 450 closed schools in Afghanistan, adding to the approximately 400 closed schools that the Government has already managed to reopen. Re-opening schools has also a major symbolic importance for communities and demonstrates their determination to educate their children. This is expected to be a high impact activity because every school that reopens in an insecure province and runs successfully becomes a benchmark for the whole country so far as the impact of efforts to expand access to education are concerned.

The box below shows linkages to the EIP and provides the list of implementers of this Programme Priority. As noted above, social mobilizers will be at the heart of the activities, and support of NGOs will also be sought for training and other technical contributions.

²⁹ Note that the construction of a boundary wall can cost up to 30.000 US\$.

Linkage to EIP:

EIP programmes and sub-programmes: 1. General and Islamic education; 1.1. General education - increasing access to basic education

EIP general and specific objectives: Improve access to basic education for 384,000 children, particularly girls, in remote and insecure areas, through CBE and involving parents in the education of their children; facilitate educational opportunities for 63,000 children who have been left behind through establishing and supporting ALP

EIP strategies and activities: Increase access through alternative delivery modes; work through local/ international NGO and with communities to establish CBE and ALP where government formal schools cannot function; work with communities and local leaders and elders to reopen schools

Implementers: General Education; TED; Publication and Communication; Finance and Accounts; NGO

Strategy 2.1. Expand access to CBE and ALP

Activities under this strategy will include the following:

- The use of school mapping tools to identify under-served areas where CBE and ALP classes are required and learning spaces where CBE and ALP classes can be conducted. In addition, information will be collected on the number of out-of-school boys and girls and overage children. Formal schools which can serve as hub schools and support the newly-established CBE and ALP classes will be also identified and as far as possibly, teachers will be identified from the community. It will be critical that they are recruited from the same villages as much as possible and constitute the best educated persons available and acceptable to the community in the village concerned.
- The mapping exercises will be carried out jointly by headmasters and DEO staff. Systematic links will be established with the work of social mobilizers to mobilize communities, identify students and facilitate their enrolment, and mobilize and train CBE management *shuras*. Management oversight will be provided by DEOs and PEDs.
- Nominated community teachers will be provided with standardized teacher training at the district and/or province level and paid salaries in line with MoE policy. Textbooks, learning materials, management instruments and tracking forms will be provided.
- The activities will be undertaken in accordance with the MoE's CBE Transition Plan and revised CBE Policy.³⁰

Strategy 2.2. Strengthen mosque-based education

At the basis of these activities is the development of a much needed engagement strategy for the utilization of mosques in support of education at the local level. Mosque-based education is universally accepted throughout the country. For many parents it is the only form of education known to them. The idea is to clarify and systematize the channels of work with mosques, strengthen mosques in delivering basic education and create linkages and bridges to the formal education system. Social mobilizers will play a key role in engaging with Mullahs. Mullahs will be trained in pedagogy and teaching basic reading and numeracy skills. This will be backed up by the provision of textbooks and learning material. The longer

³⁰ The CBE Transition Plan and revised CBE Policy are upcoming agenda items for the Ministry of Education and expected to be formulated and approved by December 2011. CBE expansion into the targeted districts will follow the Ministry's protocol in terms of compliance with the CBE Plan and Policy.

term objective is to devise and implement a strategy whereby students participating in mosque-based education are able to pass grade three competency tests to transition into the formal system and continue their schooling.

Strategy 2.3. Reopen schools

Finally, the strategy of reopening schools is going to be backed by the following activities:

- It will be essential to mobilize political, traditional and religious leaders and elders and other influential groups in order to be able to reopen closed schools. A lot of effort will go into advocacy, using the social mobilizers and a well-structured communication strategy.
- An 'emergency' fund will be created to allow these 'new' schools to operate until they become fully incorporated into the national system. This bridge financing will be needed on an average for 9 months for each school, and the costs would be approximately to the tune of USD 500 per month per school. A mechanism will be developed to ensure proper utilization of the fund. Social mobilizers will provide training on SIP-type plans. As for the school grants, NGOs will be used for the administration of the emergency fund for reopened schools.

GPE Programme Priority 3: Increase the number of qualified female teachers in areas with high gender disparities (16.4 million US\$, 29 % of GPE Programme budget)

The objective of this Programme Priority is to increase girls' enrolment in the targeted Districts through an expansion in the number and quality of female teachers. Two strategies will contribute to the overall objective: (i) using incentives to encourage female teachers currently teaching in urban areas to work in Districts without female teachers; and (ii) supporting accelerated and simultaneous teacher training for adolescent girls at the local level. Both strategies will be bolstered by a third one on organizing for sustained community support for newly-deployed teachers and their families as well as for locally hired female teachers.

Simultaneously a link will be made with the policy component of the GPE Programme Priority 4. While the above strategies are designed to effect changes in the short term, the idea is to develop a much needed teacher policy that builds on the Programme's lessons learned and proposes longer-term sustainable reforms for increasing the supply of trained female teachers at the local level through an effective deployment and incentive system, through training and recruitment at the local level, through social support from communities, and through effective planning for girls' secondary education.

The box below shows linkages to the EIP and provides the list of implementers of this Programme Priority.

Linkage to EIP:

EIP programs and sub-programs: 1. General and Islamic education; 1.1. General education – increasing access to basic education; 2. Curriculum development, teacher education, and science and technology education; 2.2. Teacher education

EIP general and specific objectives: Relocate 1,200 qualified female teachers to 200 rural schools to facilitate access and retention of 24,000 girls to secondary education. Increase access of existing teachers and graduates of grade 12 to pre-service, in-service, and ALPs; attract and train 30,000

graduates of grade 12 (with 45% females) from the districts in need of professional teachers; provide incentives to attract teachers into districts and provinces with priority given to female teachers; put in place a continuous professional development system that includes short-term in-service courses to meet changing needs

EIP strategies and activities: Increase the number and quality of female teachers; provide incentives for districts and provinces with low numbers of qualified female teachers; provide special teacher education programmes for women who have an education lower than grade 12

Implementers: General Education; TED; HRD; NGOs

Strategy 3.1. Develop social support systems for female teachers at the local level

This strategy is going to be realized through the development and implementation of a social support strategy to ensure that the new teachers (from the urban centres and at the local level) have a solid base for care, assistance and encouragement. This will entail housing; provision of psychosocial support; engaging communities, SMS, and support from community leaders and elders etc. Again, social mobilizers will play a key role in mobilizing community support. This will also include consultation with girls and women.

Strategy 3.2. Recruit, train and deploy female teachers from urban centres to the local level

This strategy will be realized through the following two key activities:

- Experienced female teachers (Grade 12 and above) from urban centres will be recruited, trained and deployed to the rural areas with their spouses. Female surplus teachers in urban centres will be identified to backfill their positions. A recruitment campaign will be undertaken to ensure adequate dissemination of the programme. The newly-recruited teachers, together with their spouses, will be provided with a two-week orientation training.
- An incentive system will be developed and institutionalized (couple deployment; provision of posts for spouses in nearby boys' schools; deployment bonus; salary bonus; choices for extension and redeployment; etc.). Teachers receiving the deployment and salary bonus will sign a three year contract with the MoE. After their contract ends, they will have the option to stay on or to return to another teaching location. Incentives will be calibrated to ensure they are sufficient to attract female teachers and their families, without being excessive. The incentive scheme will be designed with robust monitoring to ensure that teachers deploy as agreed, that they remain in their posts, and that they are in classrooms and teaching. NGOs will be contracted to that effect.

Strategy 3.3. Develop a system for recruitment, training and employment of female teachers at the local level

This strategy is going to be realized through the following activities:

- Adolescent girls and other female members of the community will be trained and employed to teach in primary Grades. Grade 12 (and lower) female graduates (and future graduates) as well as adolescent girls having received equivalent non-formal education and CBE female teachers will be first identified and trained through accelerated learning programs. Alternatively, these young women could participate in teacher training simultaneously while completing secondary school during their

summer and winter holidays. The training of both these teachers and the CBE and ALP training under Programme Priority 2 will be linked. Linkages will also be established with the EQUIP II programme of ALP training of under-qualified female teachers.

- A system and scheme of technical support and incentives for locally hired female teachers will be developed. This will take the form of continuous professional development; accreditation of coursework; and integration into the *tashkeel* (Government organogram).
- Social mobilizers will be the focal points for separating out specific activities related to Programme Priority 2 and this one.

GPE Programme Priority 4: Streamline policy and administrative systems in the Ministry of Education (7.4 million US\$, 13% of GPE Programme budget)

The main objective of this Programme Priority is to improve the effectiveness and efficiency of the MoE in policy formulation, planning and implementation processes and in the coordination of programmes. This will be achieved through: (i) building a system of policies, procedures, and standards; (ii) increasing the capacity and sustainability of MoE’s own human resources in planning and monitoring; and (iii) strengthening the coordination and resource mobilization function in the MoE. While there are several ongoing capacity development activities, the idea here is to add value by linking policy and administrative systems to actual programmatic work. Each of these three components of Programme Priority 4 will feed into the three others Priorities and will take lessons learned from them upstream. The idea is to demonstrate that effective programme implementation cannot be undertaken without a solid technical, policy and managerial framework.

The box below shows linkages to the EIP and provides the list of implementers of this Programme Priority.

Linkage to EIP:

EIP programmes and sub-programmes: 5. Education governance and administration; 5.2. Strategic management development

EIP general and specific objectives: Review and revise all general policies, regulations and guidelines; enhance strategic and operational planning; strengthen the capacity of internal audit; strengthen and further develop EMIS; increase the role of the MoE in coordinating externally funded projects; develop and publish quarterly and annual standard reports

EIP strategies and activities: Support the MoE academic council to coordinate education policy development; train planning managers of districts, provinces and the capital in planning, monitoring, evaluation, and reporting; develop additional modules for the EMIS for specific needs of programmes and departments and connect them to the central EMIS; develop database and procedures for projects funded, implemented, and monitored through the external development budget; align all externally funded programmes and projects with EIP and NESP; improve capacity of the MoE to prepare proposals and attract funds; organize consultation workshops

Implementers: ACBS; Planning; line Departments; PMCU; EMIS; consulting and software companies; NGOs; education partners; HRDB; EMWG; Finance and Accounts; LDG

Strategy 4.1. Enhance policy review and development

This strategy is going to be realized through the following two related activities:

- The Academic Council and Boards of Standards (ACBS) will be the MoE's body responsible for policy development and for the definition of procedures and setting of standards. Its capacities in policy review and development are going to be strengthened through the development and implementation of a strategy for policy review, development and dissemination, including clear division of tasks; processes, training programs; and monitoring. Technical assistance will be required to assess the current capacity in policy review and development, develop and implement a training programme, establish a policy and procedure for policy review and development, mentor the relevant unit staff in implementation of their tasks and review the developed policies for quality assurance purposes. The Academic Council jointly with the Department of Planning will prepare a training plan and train the relevant department staff in policy review and development.
- Simultaneously, and in view of strengthening the work on the three first GPE Programme Priorities, a package of policies, procedures and standards related to them will be developed and disseminated. The new policies will touch on the following: (i) community and social mobilization; (ii) school governance; (iii) multiple pathways to education and transition from formal to non-formal; and (iv) increasing the number of qualified female teachers and enhancing girls' secondary education.

Strategy 4.2. Strengthen MoE capacity for improved planning and monitoring

This strategy is going to be realized through the following two key activities:

- Providing training in education planning and management, specifically to DEO and PED staff. A training programme will be developed, building on the work with the UNESCO Institute for Educational Planning (IIEP). Master trainers will be recruited and trained to build capacities at the sub-national levels (DEOs and PEDs). Such sub-national training will be linked to the work on the 3 first GPE Programme Priorities at the DEO and PED levels. Simultaneously, at the MoE central level, civil servants will be provided with on-the-job training through daily mentoring and technical assistance on the implementation of the three GPE Programme Priorities, as well as finance and procurement. This will improve the execution of external grant implementation while simultaneously integrating lessons learned and good practices of such execution into MoE functions.
- Steps at strengthening the EMIS architecture will be undertaken first through an assessment of the responsiveness of EMIS to the monitoring and evaluation functions of the MoE and partners at district, provincial and central levels. Further EMIS systems and modules will be developed and most of all, an integrated system will be devised in which all sorts of school and spot surveys and other third-party testing and assessments, undertaken by education partners, will complement EMIS. The exercise will be also linked to the diverse assessments and mappings made under the GPE Programme Priorities

Strategy 4.3. Strengthen the management, coordination and resource mobilization function in the MoE

This strategy is going to be realized through the constitution of a Programme Management and Coordination Unit (PMCU) in the Office of the Minister of Education. The strategy and

TOR for the UNIT are going to be developed in close consultation and cooperation with MoE Departments and education partners and ensure full endorsement. The PCMU will perform a management and coordination function both within the MoE and in relation to external grants. Donors will be able to contract TAs in the PMCU to manage their specific grants. Simultaneously, the work in the unit will allow for exchange of information, for improved coordination, and for alignment of the work on external grants with MoE policies and procedures. The PCMU will also house a resource mobilization function that will oversee and manage the MoE efforts at mobilizing internal and external resources. The aim here is not only to ensure that the GPE Program is delivered successfully, but that the experience and the lessons learned embed MoE day-to-day business. This will be accompanied by stronger donor and education partner alignment, coordination and support.

3.4. Outcomes

The overall outcome of the GPE Programme is increased (15%), sustained and equitable access to education (15%) in the target districts.³¹

Indicators: enrolment, attendance, and dropout rates; increased survival rate to Grade 5 (by age and gender).
Sources: EMIS, NRVA.

The **specific outcomes** are the following (they are not given for each Programme Priority because the Programme Priorities are mutually reinforcing and contributing to the overall outcome):

Increased community engagement in and around schools in targeted districts.

Indicators: SMS members represent a diverse range of community members; male to female ratio of SMS; community contributions to the school (monetary and in kind; support to female teachers).
Sources: MoE surveys; NGO and education partner reports.

Improved school performance in targeted districts.

Indicators: increased access and retention especially for girls in targeted schools; number of SIPs developed and implemented; positive community perception about school performance.
Sources: school reports; MoE surveys; NGO and education partner reports; UNICEF CFS Assessment; Asia Foundation Afghan Perception Survey.

Schools in targeted districts have safer conducive learning environments for children.

Indicators: number of targeted schools with school buildings that are improved and maintained; with boundary walls where needed; with water and sanitation (including latrines); with health-related and hygiene activities; with child-centred and participatory teaching and learning; positive community perceptions about the school.
Sources: school reports; MoE surveys; NGO and education partner reports; UNICEF CFS Assessment; Asia Foundation Afghan Perception Survey.

Improved monitoring of multiple pathways to education in targeted districts.

³¹ The national average increase is 8%. Most of the increase is in the major cities with high populations and where students continue education to secondary grades (especially girls), so the percentage of increase in those areas is much higher. In the rural Districts the increase in enrolment is much lower and it is difficult to bring it to the national average in 1-3 years. The increase in the target Districts will only happen if girls continue on to secondary education and this will be gradual as the GPE Programme deploys female teachers to these Districts.

Indicators: number of monitoring visits made to CBE, ALP and mosques; CBE, ALP and mosque-based education mapping system developed and updated; number of shared activities between clustered schools; number of children entering government schools from CBE, ALP and mosques.
Sources: MoE EMIS at DEO, PED and central levels; NGO and education partner reports.

Increased number of reopened closed schools in targeted districts.

Indicators: number of closed schools that are reopened; number of SMS constituted for these schools; number of plans for utilization of emergency funds developed and implemented; reduced average time for reopening schools.
Sources: MoE surveys; NGO reports.

Increased number of female teachers in targeted districts.

Indicators: number of qualified female teachers teaching in targeted districts; number of deployed female teachers; increased retention of female teachers in targeted districts; number of locally recruited teachers; male/female teacher ratio; student/teacher ratio by gender.
Sources: EMIS; MoE survey.

MoE empowered in policy development, planning and management, EMIS and data collection and analysis, internal and external coordination, and resource mobilization.

Indicators: policy framework developed and implemented in relation to 3 first Programme Priorities; number of individualized district education plans responsive to local needs and contexts; number of DEOs and PEDs engaged with NGOs on the 3 first GPE Programme Priorities; integration of multiple surveys in MoE architecture; PMCU established and active; involvement of different MoE Departments in GPE Programme.
Sources: Department of Planning reports; PMCU reports; NGO and education partner reports.

Improved aid effectiveness and resource mobilization in Afghanistan.

Indicators: alignment of donor programmes with EIP; cross-fertilization and synergy among donor programmes; increased resources for education.
Sources: PMCU reports; donor reports; donor resources mapping by MoE.



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4. FINANCIAL ANALYSIS

This chapter addresses (i) resources that are available for the Education Sector in general and (ii) in that context a case is made for GPE funding. The chapter recognizes a substantial funding shortfall within the education sector even for activities prioritized by the Ministry of Education which is affecting the quality of education. Although the proposed budget for GPE funding will cover a small percentage of MoE's annual budget, its catalytic effect will create a momentum at the district level in the target areas. The institutional arrangements to achieve the proposed targets are in place, while at the same time the GPE Program will further strengthen these institutional arrangements by enhancing their capacity and efficiency.

4.1. Resources of the Education Sector

Despite a constant growth in GDP and in revenues, the total national budget has been stable during the last three years. In 1390 (2011), the revised budget was AFS 224,781 million (US\$ 4,782 billion). The education budget as percentage of the national budget has been fairly constant over the last three years. Currently, the education system is the second largest sector after the security sector and with security is the only sector that has not experienced severe cuts in the last fiscal year. However, while education expenditures have constantly increased in absolute values, they are gradually decreasing as share of GDP because the value of external budget expenditures has remained relatively constant.³²

The following table illustrates a comparison of the Education Sector budget against the national budget for three years; this reflects a slight decrease in the percentage of the education budget as compared to the national budget.³³ At the same time it should be noted there is an increase in the nominal amount both of the operating budget and development budget for education in 1389 (2010). In 1390 (2011) there is over 20% increase in operating budget as some budget lines that were previously charged as development budget are now included in the operating budget such as trainings, partial printing of textbooks, etc.

Table 4.1. Budget in million AFS, by year and by operating and development budget (% of national budget)

	1388 (2009)			1389 (2010)			1390 (2011)		
	Tot	Operat.	Dev.	Tot	Operat.	Dev.	Tot	Operat.	Dev.
Education	23,687	18,249	5,438	32,927	20,600	12,327	34,865	25,091	9,774
Education as percentage of national budget	17%	21%	11%	15%	17%	12%	16%	17%	13%
National Budget	135,71	7	88,140	218,85	6	119,62	224,78	0	150,72
			47,577		6	99,230		6	74,054

Source: Ministry of Finance, MTF updated, 1390 (2011).

³² EIP 2011-13.

³³ This is mainly because of increase in the number of security personnel as security is the top priority in the country.

As reflected in the following table 4.2 the number of students, teachers and schools has increased annually which means that the education budget covering a constant increase of students, schools and teachers.

Table 4.2. Increase in the number of students, schools and teachers

Indicators	1388 (2009/2010)		1389 (2010/2011)		1390 (2011/2012)	
	Units	% Increase	Units	% Increase	Units	% Increase
Number of Student (all types of education)	6,765,870	9%	7,444,780	9%	8,407,262	9%
Number of School (all types of education)	13,106	18%	13,639	4%	14,607	2%
Number of Teachers (all types of education)	169,693	9%	176,464	4%	186,864	5%

Source: MoE, EMIS Department.

The GIRoA is not in a position to fully cover the costs of providing education through its own resources, which also applies to other sectors. This is due to the insufficient internally generated resources in Afghanistan. The MoE is one of the largest Ministries but with the scope of its operations being even larger and constantly increasing, the allocated funding is not sufficient. In order to achieve the MDG goals, more development investment is needed.

Currently, a considerable share of the funding is from external (donor) sources however the external funding is not sufficient which is why the GPE funding is considered of critical relevance. The planning of the proposal has been such that it will help, even though of small magnitude by itself – the multiplier effect will be considerable. GPE funding through the current proposal has been designed to be the catalyst that will set in motion a series of cascading social effects that are likely to generate more kinetic energy for other project activities – adding to the sustainability of these other efforts, and the sector overall.

The budget of the GIRoA is comprised of the ordinary (operating) and the development (capital) budget. The operating budget is framed mainly for paying salaries as well as operational and running expenditure, with almost no funds for maintenance of infrastructure. As already mentioned although the total MoE budget is 15% of the national budget, it pays for 41.3% of the government employees³⁴. The General Education programme of the MoE absorbs around 90% of the total operating budget. All developmental activities are funded through the development budget which is practically wholly funded by donor support. Donor support is given either through the core developmental budget (sector budget support and program support channelled through the Ministry of Finance) and external budget support (direct support and implementation by donors).

In the last years there has been a relevant change in the distribution between operating and development budget. Core operating budget and expenditure mainly used to pay salaries, is preferably funded by national revenue and has constantly increased even taken into account the decreased support of donors over the last years to the operating budget. In 2002/03 donor funding supported a vast share of the operating budget while last year donor funding decreased to 35%. The development budget in nominal terms (core and external) funded by donors has been stable, if not declining. The development budget for education as a

³⁴ Including security personnel.

percentage of the sectorial budget has increased from 23% in 1388 (2009) to 28% in 1390 (2011) during the last 3 years as can be seen in the table 4.3.

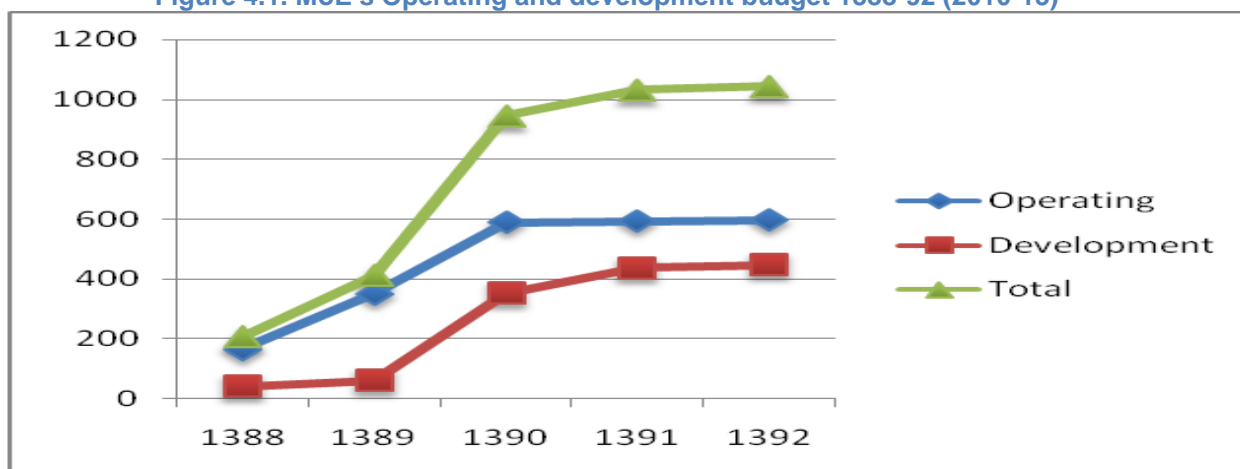
Table 4.3. Development budget as percentage of total annual sectoral budget

	1388 (2009)	1389 (2010)	1390 (2011)
Education development budget / education total budget	23%	37%	28%

Source: MoF, MTFE updated, 1390 (2011), calculation based on Table

For future prospects it is estimated that there will be a 35% shortfall in budget in the coming three financial years, which is expected to be met by donor support.³⁵ The two graphs below illustrate this. The first graph shows the increases in budget between 1388 (2009) and 1392 (2013) (projected), and the second graph shows the funding gaps, as at the time of budget formulation. It may be noted in this connection that the funding gaps at the time of budget formulation are progressively reduced over time as the MoE starts requesting donors to fund. Donors fund the MoE at various times in the year, and it is only at the end of the year that a complete picture of funding might be obtained. However, the second graph is illustrative in the sense that it shows how small the funding gap was finally in 1388 (2009) and 1389 (2010). However, the problem is that there has been a quantum increase in the budgets since last year and during the current year, there is already a shortfall.

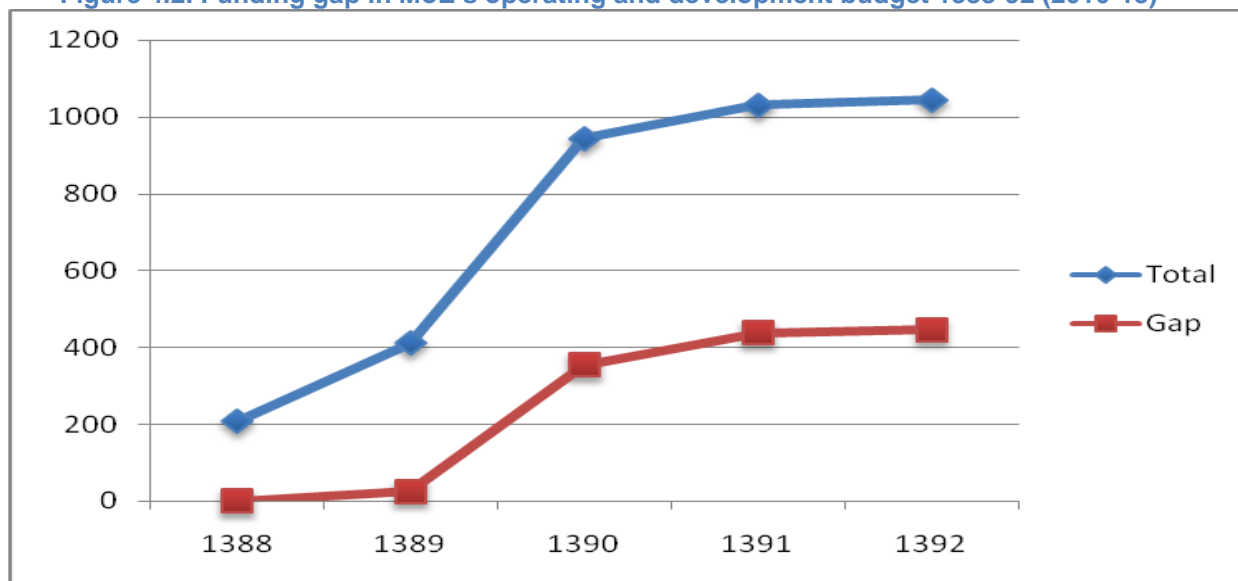
Figure 4.1. MoE's Operating and development budget 1388-92 (2010-13)



Source: MoE Finance Department, programme budget submissions 1389-90 (2010-11).

³⁵ A further US\$641 million may be required, in the form of international assistance, to fill the shortfall (35 percent) in the operating budget.

Figure 4.2. Funding gap in MoE’s operating and development budget 1388-92 (2010-13)



Source: MoE Finance Department, programme budget submissions 1389-90 (2010-11).

This is further highlighted when we look at the actual funding received for a plan that has now been nearly completed, NESP 1. The figures for planned expenditures and actual funding received, for the external budget, are illustrated below:

Table 4.4. Planned versus actual funding for NESP 1

NESP 1 Planned and Actual Funding				
NESP 1 Program	Planned Budget (US\$)	Percentage of Total	Actual	Actual to Planned
General Education	220,836,903	14%	200,958,917	91%
Teacher Education	161,871,000	10%	118,713,894	73%
Education Infrastructure Development	857,514,991	55%	453,046,688	53%
Curriculum Development and Learning Materials	192,229,606	12%	50,681,791	26%
Islamic Education	24,746,106	2%	556,696	2.3%
Technical and Vocational Education and Training	15,749,400	1%	15,209,601	9%
Literacy and Non-formal Education	45,980,050	3%	44,468,492	97%
Education Administration Reform and Development	46,216,646	3%	12,451,930	27%
Total	1,565,144,702	100%	896,088,010	57%

Source: MoE GMU and Finance Department.

The above reflects two essential elements of budgeting in Afghanistan – the difficulty of proper budgeting since funds from donors are uncertain till very late in the year, and the need to arrive at a relatively stable share of the budget for the respective programmes. It should be noted that last budget year around 35% of the operating budget, mainly used to

pay teacher salaries, was filled by international assistance as the government was not in a position to fully fund operating budget. In the last years there have been substantial changes in the structure of teacher's salary, but still the education sector currently provides a significantly lower salary scale compared with other sectors.³⁶

While it is possible to say that based on past performance, donors would most likely come forward to provide funds to fill the gap, nevertheless, in terms of actual numbers, the size of the gap remains at around US\$ 450 million annually over the next two years which is substantial, increasing from around US\$ 380 million from 1390 (2011). This is obviously not a small gap to fill and causes concern. The alternative would be to reduce targets of development expenditure. This however, would be against the goal of EFA as committed to by the GIRoA.

4.2. Analysis of the funding gap

As per norms of program budgeting set by the Ministry of Finance (MoF), all activities of the MoE have been grouped in terms of five major programmes: (i) General and Islamic Education, (ii) Curriculum Development and Teacher Training – including Science and Technology Education, (iii) Technical and Vocational Education and Training, (iv) Literacy, and (v) Education Administration and Management. There are sub-programmes under these major five programmes: General and Islamic Education consists of two – General Education and Islamic Education. Curriculum Development and Teacher Training has three – Curriculum Development, Teacher Education, and Science and Technology Centres. Education Administration and Governance has two – Administrative Reform and Supporting Services, and Strategic Planning. The share of each of the programmes in the programme budgets prepared by the MoE for 1390-92 (2011-13) is shown below.

Table 4.5. Share of programmes in projected development budget figures (core development budget and external budget)

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

Source: EIP 1390-92 (2011-13).

³⁶ Education sector salaries are currently half of security sector salaries (EIP 2011-13).

It should be noted here, however, that in 1390, major construction work was shifted from the programme Education Administration and Management to Program on General and Islamic Education'. However, some measure of construction was still retained in the Education Administration programme, and continues to be retained for the 1391 and 1392 SY projections for construction of administrative support infrastructure. It may be seen that starting from a low share of the budget, general education is now stabilizing towards an average of two-third of the total budget. Curriculum Development programme is likely to stabilize at around a fourth of the budget, with Education Administration having a smaller share. Literacy share is on an increasing trend and will possibly stabilize as a growing number of people acquire basic literacy.

Within this context to understand where the critical funding gaps are, it is necessary to consider the actual figures and the funding gaps. In computing the actual figures, it was seen that there exists a difference between the figures used in the EIP, and the programme budget submission. This is for the reason that EIP includes core development budget (financed through MoF) and external development budget (directly executed by donors) while in the programme budget submission only projects that will be financed through MoF are presented.

Under the circumstances, a conservative approach has been taken, and the lower of the figures has been adopted. It would be useful to point out here that conservatism refers to the MoE's ability to absorb the available budget and spend as planned, which is a concern shared by all education stakeholders, MoE, MoF and donors. Donor commitment figures have been taken according to the actual commitments received from the various donor countries and agencies. It is to be noted that there are several major projects in the pipeline and both expenditure and commitment figures are likely to increase over the next two years.

It is necessary to point out the difference in the processes for arriving at the planned expenditure figures. The Finance Department of the MoE arrives at the planned figures for annual budget submission, based on the budget sealing for the year, through a detailed process of consultation with all departments, as per procedures and processes laid down by the MOF.³⁷ So far as the EIP is concerned, it basically is the low cost scenario³⁸ of NESP 2, which was developed through a consultative process engaging all MoE Departments and education stakeholders. Previously, program budgets were limited to one year but currently program budget are framed for a period of three years – putting them on par methodologically with the EIP. However, the initial exercise undertaken for framing the EIP is also quite detailed and seminal work was done in estimating the expenditures, as shown below.

³⁷ The processes involve adherence to the Guidance Notes issued by the MOF in conducting consultations, development of narratives etc. and compliance with Budget Circulars. www.mof.gov.af may be referred to as to the detailed procedure, and the various documents issued by the MOF in this regard. It may be mentioned in this connection that the MOE has been given a special award for properly implementing programme budgets.

³⁸ Used 1389 (2010) budget as base with normal annual increment of program targets and respective budget including estimation of external funding directly executed by donors.

Table 4.6. Education: Summary NESP 2 budget requirement estimate (US\$ million)

	Operating	Development	Total
1389	513.65	738.37	1252.02
1390	695.71	769.86	1465.57
1391	840.39	861.48	1701.88
1392	1005.53	923.11	1928.64
1393	1181.75	930.82	2112.58
Total	4237.03	4223.65	8460.68

Source: MoE Budget Planning Department, exchange rate AFS50= \$1.

This estimate is supported by extensive tables developed by MoE, incorporating annual inflation figures baseline teacher numbers both as agreed with the MoF and reflected in the budget. In the second phase of exercise however, as one report on the Education Sector points out, ‘many of the assumptions about growth are drawn from within the Planning Department based on the available data and using a projection module or assumptions about class sizes and pupil/teacher ratios (for example) that may not be agreed with external parties and impose considerable pressure on the system. Estimates of the numbers of teachers to be recruited are generally above those incorporated in the current budget forecasts for 1389-93 (2010-14) and when taken together with the intention to increase the proportion of post high school qualified teachers for example, do not rely on any apparent assessment of the capacity of Teacher Training Colleges or the Universities³⁹ to meet those targets.

Data that would support testing the assumptions are not yet available although one interview at a teacher training college suggested that the number of graduates of the college who went into teaching was fewer than 20%, with 5% possibly going on to university. Based on the recommendations of the NESP 2 analysis the MoE and the partners agreed to prepare the EIP (as a low case scenario of NESP 2) which is doable and within the range of available resources for education. The final agreed figures for planned expenditures (core budget) with the MoF for the years under consideration are as follow:

Table 4.7. MoE NESP 2 estimated costs compared to budget plans

Ministry of Education Budget Proposal versus Budget MTEF Plan and NESP2 (US\$million)

	1389			1390			1391			Total		
	Op	Dev	Total	Op	Dev	Total	Op	Dev	Total	Op	Dev	Total
NESP	518.8	716.0	1,234.8	674.5	746.4	1,420.9	804.1	746.4	1,550.4	1,997.4	2,208.8	4,206.1
Request	506.2	681.2	1,187.5	516.60	751.0	1,267.6	522.2	792.3	1,314.4	1,545.0	2,224.5	3,769.6
Agreed	360.5	175.0	535.5	516.60	192.9	709.6	522.2	202.6	724.8	1,399.3	570.7	1,969.9
External Budget			269.3			1361			102.0			507.4
Potential Funds			804.83			845.6			826.8			2477.3

Gap			430.01			575.22			723.6			1728.9
Notes												
1. Request is initial budget request to MoF in budget cycle. Some front end reductions were made to NESP bid by Committee in MoE.												
2. Agreed is what was submitted to Parliament for approval in agreement with MoF.												
3. External Budget 1389 source MoF GMU with non-assigned sums allocated to MOE. 1390 and 1391 from MoF GMU Predictability Table.												
4. Exchange rate for NESP \$US1= AFs 50 (NESP) used in initial assessment by BPU. Exchange rate for budget \$US1=Afs48.5 (budget basis).												

Source: MoE Budget Planning Department.

There are some differences between the above table and the one that was given earlier for the budgets. The estimates of costs in the EIP also do not suffice to provide a robust platform for analysis. Therefore, for the purposes of this analysis a comparison was made between the various figures of planned expenditure (NESP 2, EIP, and the program budget figures as available) and applying the criterion of conservatism, which in the public sector context means the lower of the expenditure figures since governments are generally unable to spend the money allocated. Taken all these factors into account the following table was arrived at:

Table 4.8. Education: Estimated expenditure versus funding commitments and shortfalls

Program	Estimate Expenditure, Funds commitments from Donors and Shortfalls 1390-92						(USD Million)		
	1390			1391			1392		
	Est. Exp.	Commitment	Shortfall	Est. Exp.	Commitment	Shortfall	Est. Exp.	Commitment	Shortfall
Genl & Islamic Education	102.97	103.6	-0.63	144.54	76	68.54	153.29	46	107.29
Curr. Dev. And Teacher Trg.	43.39	52.3	-8.91	158.19	61.1	97.09	111.81	58.7	53.11
TVET	18.09	31.3	-13.21	19.92	47.7	-27.78	20.91	52.7	-31.79
Literacy	32.40	16.50	15.90	37.60	17.30	20.30	43.30	13.5	29.80
Edu. Admin. & Governance	26.00	32.70	-6.70	31.00	38.30	-7.30	30.00	14.3	15.70

Source: EIP budget and GMU 2011 Donor Resources Mapping.

As has been pointed out earlier in Afghanistan one of the main issues is the alignment between plans and available resources. It is clear that at present the budget and strategic plans are currently poorly aligned and there is little evidence of timely recognition of this fact in preparation of annual operating plans or evaluating the impact on the NESP 2 intentions.⁴⁰

The table above shows that in general, the further away the time horizon; the more the uncertainty with respect to expected funding and therefore the higher the projected shortfall. However, for the TVET and the Education Administration programmes, the case is different. This is due to the fact that some donors have already committed funds for the next few years, and there are projects ongoing that will not close within 1392 (2013).

The overall situation as per currently available figures, for the next three years is as below. The total shortfall is of the order of US\$ 311 million (compared to the US\$ 800 million as per the EIP, which includes 640 to fill the operating budget gap).

⁴⁰ ASI Report, op.cit.

Table 4.9. Education: Overall estimated expenditure versus funding commitments and shortfalls

Program	Est. Exp.	Overall 1390-92	
		Commitment	Shortfall
Genl & Islamic Education	400.80	225.6	175.20
Curr. Dev. And Teacher Trg.	313.39	172.1	141.29
TVET	58.92	131.7	-72.78
Literacy	113.30	47.3	66.00
Edu. Admin. & Governance	87.00	85.3	1.70
Total	973.41	662.00	311.41

Source: Donor commitments, GMU 2011 Donor Resources Mapping.

It is seen from the above two tables that General and Islamic Education is the area that has the most funding shortage. The argument is therefore that if resources are available this area should be prioritized. The tables also reveal that there are inherent imbalances in the way that the various programs are financed. However, since the donors earmark funds for specific programs and sub-programs there is no flexibility of reallocation of funds between programs.

Within the overall program of General and Islamic Education, the sub-program that is larger in scope is General Education. Therefore this proposal focuses on General Education only and develops key components that need to be addressed within the resources available under GPE. The analysis of the efficiency of use of money reveals the following:

Table 4.10. Education: Budget execution efficiency 1389 (2010) and 1390 (2011)

Program	Sub-program	Exp. Efficiency (%)	
		1389	1390
General & Islamic Education	General Education	45.23	16.52
	Islamic Education	29.68	8.30
Curriculum & Teacher Edu	Curriculum Dev.	99.57	0.00
	Teacher Education	47.62	7.96
	Sc. & Tech. Center		
TVET	TVET	106.17	6.52
Literacy	Literacy	52.22	3.01
Education Administration	Admin. Reform & Support	45.15	19.64
	Strategic Planning		
Total		54.11	12.51

Source: Calculations based on figures from MoE Finance Department, September 2011.

It may be seen that while General Education has not been the best performing program, nevertheless, it remains quite close to the top and in fact is the second ranking programme in terms of expenditure efficiency so far in 1390. The above provide justification for focusing investments on the best performing sub-programs. A breakdown of requested funding is as follows:

Table 4.11. Programme Priorities identified for GPE funding

Program Priority Detail	Share of total GPE budget	Amount in USD Millions

Program Priority 1	Strengthen community and social mobilization and governance systems at the local level	27%	14.77
Program Priority 2	Expand and strengthen multiple pathways to education	31%	17.18
Program Priority 3	Increase the number of qualified female teachers in areas with high gender disparities	29%	16.35
Program Priority 4	Streamline policy and administrative systems in the Ministry of Education	13%	7.43

It is seen from the above that the GPE proposal devotes – financially – the most attention to the programme that has the largest shortfall. It is also the most critical program from the point of view of the MoE. So far as Teacher Education is concerned, while there is a large funding shortfall as of date, it has been earlier said that projections of teacher recruitment of the MOE are somewhere on the higher side, and in any case the basic infrastructure for teacher education has already been set up. The costs now involved are largely running costs. In the case of the General Education programme however, there is a need to scale up the operations currently now under way – such as social mobilization to get more students into school, and helping the school management committees to run schools better, etc. These activities are currently being funded otherwise, but there is a catalytic potential to the GPE funding which will help in taking the current expected outcomes to a different level. This is explained in the next sub-section.

4.3. The financial impact of the GPE funding

In case of a development project, the impact is to be understood in terms of the wider – including collateral – effects of the investment. While there are ways of estimating this directly, what can also be done is to use a negative rate of discounting and then see the value of the investment in the future. The year wise investments of program priorities are as follows:

Table 4.12. Education: Budget execution efficiency 1389 (2010) and 1390 (2011)

	Year 1 Investment	Year 2 Investment	Year 3 Investment
Programme Priority 1	3,716,000	5,003,000	6,056,000
Programme Priority 2	2,330,000	6,192,000	8,660,000
Programme Priority 3	2,692,000	6,795,000	6,864,400
Programme Priority 4	2,166,500	2,633,600	2,633,600
	10,904,500	20,623,600	24,214,000

Source: Estimation based on available data from MoE Finance Department, September 2011.

Using a nominal negative rate of 8%, the investments proposed under GPE total up to US\$ 77 million against the actual requirement US\$ of 55.7 million. This means the real investment of US\$ 55.7 million will have an impact equivalent to an investment of US\$ 77

million dollars which in the present context is significant. Of the total funding gap of US\$ 311.41 million, the GPE funding would cover 23%.

The impact of this proposed funding, as also the robustness of MOE as a spending platform may also be seen from another viewpoint. The table below shows how much extra expenditure the MOE has been able to make for every US\$ increase in budget, for the programmes that are addressed by the GPE proposal.

Table 4.13. Impact of investing on the robustness of MoE financial management and catalytic effect

	1389		1390			Budget 1389	Exp 1390
	Budget	Expenditure	Budget	Expenditure	Projected Exp	compared to 1390	compared to 1389
General Education	15.16	6.86	96.78	15.98	48.39	6.4	7.1
Teacher Education	37.26	17.74	37.99	3.02	19.00	1.0	1.1
Admin. Reform & Support	75.60	34.13	17.34	3.41	8.67	0.2	0.3
	128.01	58.73	152.11	22.41	76.05	1.2	1.3

Source: Calculations based on MoE Finance Department, September 2011.

It is seen that for a six-fold increase in the budget, there is a seven fold increase in expenditure so far as the General Education sub-program is concerned. For Teacher Education and Administrative Reforms there is at least a corresponding increase in expenditure efficiency. This is to be noted as for countries in transition, these figures are important indicators of the effort put in by the ministry concerned. And particularly for Afghanistan this shows a major step forward by MoE in managing its finances. Obviously, the response in the case of General Education overshadows the others, and that is why practically three out of the four components of this proposal have been nested within the General Education programme.

If this argument is applied to the future value of investments, then it will be seen that since almost 82% of the investment is in the General Education programme, and the programme spends approximately 48% of what is allocated, then the actual value of money that will go into General Education will be US\$ 30.3 million as against US\$ 21 million otherwise (48% of the investment of US\$ 55 million). From this point of view too, then the investment is justified.

4.4. Areas of financial attention

Efficiency

Expenditure efficiency needs to be supported as all the programme areas involved in this initiative need to strengthen its expenditure capacity. The proposed activities and funding is expected to generate a momentum in terms of financial management, capacity at local education delivery, coordination between central and district level education actors, increase visibility of the government at local level and thus overall an efficiency in delivery of education services for the most deprived districts of the country.

Equity, focus and decentralized implementation

Focusing on most disadvantaged provinces, this GPE initiative is targeting the inequitable allocation of resources across provinces. “Practical mechanisms to ensure a fair and transparent allocation of resources receives government attention in order that planning for provincial allocations is undertaken with an eye to resource constraints, provincial needs assessments, provincial development plans and alignment ANDS priorities.”⁴¹

Security

The GPE ensures remote areas receive preferential attention. The security conditions in the country together with the challenges in governance and capacity of counterparts in these areas call for an extraordinary effort. Close attention is needed to ensure quality, to provide fiduciary due diligence and to provide effective support to project implementing entities during implementation.⁴² Most of the target districts are in security level “high” and “extreme” according the United Nations (see Figure 3.3). To increase the level of implementation and the quality this GPE initiative is focusing on the involvement and support of communities, local leaders, SMS and *mullahs*. Schools, teachers, and students, and girls’ schools in particular have been specific target by violent acts. In 2008, 650 schools were closed due to security concerns and 140 teachers were killed or wounded. This factor alone makes the deployment of teachers in insecure rural and urban settings a complex challenge at best.

Institutional arrangements for financial management

The MOE has internal controls in place. These have been strengthened over the years, amongst others based on feedback from appraisals by the World Bank. In addition, there is an internal audit department in the MoE which has approximately 35 internal auditors trained under a program funded by the USAID. All accounting for funds based on data directly taken from the MoF database is conducted through the Afghanistan Financial Management Information System (AFMIS) which has been established by the MoF. This effective system is backed up by the MoE’s Expenditure Tracking System which has been functioning for over two years. Finally, audit arrangements in Afghanistan comprise of a government audit, as well as a third party audit supported by a World Bank program and which audits every single project and program of all Ministries. Thus, there are several sources of assurance as to the eligibility of expenditures made and the utilization of funds which will also be discussed in the next two chapters.

4.5. Concluding remarks

As illustrated in this chapter the GPE proposal focuses on the best performing programmes and at the same time those (sub) programmes that have sizeable shortfalls. The case of the last component, namely streamlining Policy and Administrative systems, may appear to be unjustified on the basis of the percentage investment. However, it must be noted that the

⁴¹ National Budget 1388 (2009)

⁴² Afghanistan Reconstruction Trust Fund (ARTF). 1389 (2010) Annual Report.

other priorities may not be successful unless equal and simultaneous effort is put into strengthening the administrative systems.

The most important catalytic effect that is embedded in the proposal is scaling up ongoing and proven efforts. This is critical for the General Education programme since the financial stimulus the GPE Programme represents, will help to accelerating related components of other programs.

Finally, it needs to be re-emphasized that the information on donor funding for the upcoming three years is not clearly available since donor decision are made on an annual basis. In addition, donors regularly change their course of funding based on their own government priorities. This makes it difficult for the ministry to plan rigorously on the basis of priorities and program components of the EIP. It is also for this reason that GPE funding is requested since it can be incorporated in the annual core budget of the MoE over a period of time. The GIRoA itself realizes the importance of engaging community mobilizers and of employing more female teachers. However, given the current resource constraints of the government, GPE financing will provide sufficient leeway for the government to prepare taking on these tasks in the future.



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5. IMPLEMENTATION ARRANGEMENTS

Section 5.1 sets out a general description of implementation arrangements. Section 5.2 sets out the overall institutional arrangements at the MoE, based on an overarching NESP 2 framework,⁴³ with special references to the implementation of the GPE Programme where relevant. Section 5.3 provides a brief overview of the partnership mechanisms and coordination arrangements with bilateral and multilateral organizations and other education partners. More specific details with regard to the GPE Programme are set out in Section 5.4.

5.1. Introduction

The GIRoA, through the MoE, will implement the GPE Programme. Implementation will take place within the overall framework of implementation of the Government's National Education Sector Plan 2 (NESP 2). NESP 2 provides the overall framework and structure for MoE programmes and programme implementation at national and provincial level, and by extension for the EIP and the GPE Programme. The GIRoA will implement the GPE Programme using the existing GIRoA systems and with additional support (including extra capacity and mentoring) provided by the Supervising Entity.

UNICEF will serve as Supervising Entity (SE). UNICEF will deploy the resources of its office in Afghanistan, of its Regional Office for South Asia (headquartered in Kathmandu), and of its New York Headquarters, in being Supervising Entity. The Government of Denmark, through the representatives of the Danish International Development Assistance Ministry (DANIDA) at its Embassy in Kabul, will serve as Coordinating Agency (CA). The Human Resources Development Board (HRDB), which constitutes the Local Education Group (LEG) in Afghanistan, will engage in constituting a smaller LEG to discharge LEG functions for the GPE and other donor programmes.

5.2. Institutional arrangements at the MoE

Through implementation of a Priority Administrative Reform (PAR) programme, the MoE structure has been revised to meet the implementation requirements of the NESP 2, to prevent duplication, and to improve MoE coordination at national and provincial levels. The NESP 2 programme design corresponds to the revised structure of the MoE. Under the leadership of the Minister there are six deputy Ministers each leading one of the priority programmes.⁴⁴ Under each Deputy Minister there are three to eight Departments, each responsible for a sub-programme/component(s) of NESP 2 and its related main activities. At the provincial level -- under the direction of the Director of the Provincial Education Department (PED) -- there are six Senior Managers, each responsible for implementation of

⁴³ The NESP 2 implementation framework is replicated in the EIP. The MoE promotes the application of the overall principles of NESP 2 in line with national processes such as the Kabul Process and the Kabul Conference.

⁴⁴ Deputy Ministers for General and Islamic Education (there are two deputy ministers for this programme and each sub-programme is led by one Deputy Minister); Curriculum and Teacher Education; Technical and Vocational Education; Literacy; and Administration and Finance.

a priority programme at the provincial and district level.⁴⁵ Each individual school operates in close collaboration with its school *shura* (community council). See MoE organogram in annex 8.9.

Non-governmental organizations (NGOs) are encouraged to participate in the implementation of NESP 2 programme activities within the legal framework and only after approval of the Ministry of Education through signed cooperative agreements. Private sector organizations/companies are encouraged to participate in education services delivery within approved rules and regulations and through contracts awarded for specific services.⁴⁶ The MoE is also increasingly engaging communities in delivery of education through community-based resource mobilization.

MoE planning cycle

The EIP is translated into annual national and provincial operational plans and budgets with clear annual targets for each priority programme. These plans are developed through participatory processes involving the heads of PEDs and DEOs as well as the central Departments, which are responsible for setting the annual targets and defining the specific activities of each programme for the year. The MoE's Planning Department provides training and capacity building, and the frameworks, formats and other necessary guidelines to support the planning process. The annual operational plans and budgets are shared with education partners through the HRDB before submission to the MoF. After the budget appropriation/approval by the MoF, the national and provincial operational plans are revised according to the allocated budget, and after approval of the Minister, are communicated to the programme authorities in the centre and to the PEDs.

Capacity development and decentralization

To strengthen effective implementation of the strategic plan and operational plans, authority is delegated to PEDs and DEOs. The more the implementers are involved in decision-making, the more responsible they will feel and the more effort they will make to solve problems.

As EIP implementation continues, especially in the context of the GPE Programme, the MoE will pay particular attention to strengthening capacity in the Ministry; the Supervising Entity is prepared to play an important supporting role in this exercise. As one example of the Government's commitment to strengthening the MoE, the monitoring capacity of the central administration will be strengthened. In addition, recognizing that a critical factor in effective implementation of the EIP is strengthening delivery capacity at central, provincial, district and school levels, the MoE will recruit and deploy technical assistance to improve the systems, adequately staff PEDs and DEOs and train civil servants and school managers in relevant disciplines. Special attention will be focused on improvement of financial management,

⁴⁵ Senior Manager General Education; Senior Manager Islamic Education; Director Teacher Training College; Senior Manager TVET; Senior Manager Literacy; Senior Manager Administration and Finance.

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

procurement and logistics systems at national and provincial levels by deploying qualified staff and computerized systems to increase effectiveness and efficiency.

Procurement

All procurement for implementation of the EIP using on-budget funding – including the component representing the GPE Programme -- will be undertaken in accordance with national public procurement law, regulations, and rules. The private sector may be engaged, as appropriate, in support of major transport and logistics activities (for example related to textbooks or school construction). Standard bidding documents will be used and re-calibrated, as necessary, to ensure they are appropriate to the nature of activities funded under the GPE Programme. To strengthen the MoE's procurement, the MoE will equip central and provincial units and will provide training for their staff. Procurement plans are developed and maintained for various activities including works, services and consultancies. Over time and in tandem with the overall AFMIS development the practice of e-procurement will be introduced so that transparency and accountability issues are addressed. A further concern that emanates from the variability in contractors' capacity both private and not-for-profit is being addressed through implementation of procurement best practices enshrined in the Afghan Procurement Law during selection of contractors and through workshops and trainings for potential and active contractors. A database will be developed to store information on contracts and purchases; subject to funding the Supervising Entity is prepared to assist in this matter as well, if requested.

Financial management and disbursement

The GPE Programme has been designed to support implementation of the EIP and NESP 2. It has also been designed as on-budget support. As such, arrangements for financial management and disbursement, monitoring and evaluation will be integrated with those already in place for NESP 2 and the EIP.

The MoE is now implementing the programme budgeting approach required by the MoF. In the coming years, an annual integrated budget – comprising both “operating” and “development programming” budgets -- will be produced. It will be based on central and provincial programme budgets. Therefore each programme will know the budget allocations for central and provincial levels to be able to better plan or adjust its activities. The programme budgets will be prepared based on the operational plans that are developed under the supervision of the MoE's Department of Planning.

Timely and effective implementation of programmes requires timely payments at all levels of government. Presently payments are not always made on time, for multiple reasons, which hinders implementation of the plans. The MoE will therefore strengthen training of its finance, procurement and relevant programme staff in relation to rules, regulations and proper procedures in order mitigate risks of delayed payments. Here too the Supervising Entity is prepared to provide support to the Government, if requested and subject to funding, with particular focus on procurement-related matters. Government officials will also be trained to make adequate cash flow projections that will be submitted to the MoF, and this

will help ensure that payments can be made on a timely basis. Through support to the Program Management and Coordination Unit (PMCU) that will be established in the Office of the Minister of Education, the Supervising Entity will assist in improving the timeliness of payments.

To improve financial management procedures in the MoE, the AFMIS, developed by the MoF, was to have been implemented in all provinces by end 1390 (2011/12). However, AFMIS implementation was in fact completed in all 34 Provinces in advance of the planned timeline i.e. by the end of 1389 (2010). All programme expenditures will be recorded in AFMIS in order to monitor implementation and expenditures and to address implementation problems. In addition, the MoE's complementary Budget Preparation and Expenditure Tracking (BPET) system will be used to track programme results against expenditures.

The MoE's Finance and Accounting Department prepares quarterly and annual analytical reports based on central and provincial expenditures. These reports are used to solve problems in the transfer and expenditure of budgets and for revision of plans as needed. The MoE's Finance and Accounting Department will continue close coordination with the Office of the Minister of Education and with the Ministry of Finance to make necessary arrangements for the transfer and management of funds provided by development partners. The financial management of the GPE Programme financial support, being on-budget, will be in line with AFMIS and regulated and implemented by the MoF.

A critical aspect of on-budget programmes is the budget preparation process. Any activity and funding has to be included in the budget, normally the budget finalization process for the next year takes place during the last quarter of the year and the MoE will need to confirm the GPE funding to the MoF by the beginning of December 2011 in order to be included in the 2012 budget – failing which a supplementary budget allocation may be made through the MoF, though it is preferable to avoid the need for such special arrangements..

Monitoring and evaluation

Overall EIP monitoring of on-budget support involves monitoring of progress against targets through within-year and annual progress reports (containing information on the performance of each component towards the defined targets established in annual work plans and budgets). These will be based on the broad programme targets presented in the EIP, which will be broken down into detailed outputs, activities and inputs required for each fiscal year. Monitoring of resources use against budget, which will be based on expenditures compared to the budget by programme including utilization of donor funding (for donors who transfer their funds through the core development budget).⁴⁷

⁴⁷ For donor contributions that are external to the budget the MoE, in consultation with HRDB members, will develop monitoring and reporting formats and these reports will be aligned with the NESP 2 programme structure.

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

Monthly programme/activity updates are prepared by PEDs and submitted to relevant programme managers at national level. The programme managers prepare programme summary updates and submit them to the MoE's Planning Department. Consolidated monthly updates are prepared and communicated across the programmes. Quarterly progress reports are prepared for each of the five NESP 2 priority programmes and consolidated into one report. The MoE's Administration and Finance Department also prepares quarterly programme expenditure reports. These reports are prepared for internal use only.

The second quarter report is a semi-annual report (progress and expenditure). The MoE leadership and programme managers review plan and budget execution, challenges and proposed solutions, and make necessary adjustments to the annual plan and budget. The review also provides recommendations and inputs for preparation of the following year's operational plan. The semi-annual report is with education stakeholders.

The MoE's Department of Planning establishes and strengthens a central monitoring and verification team. The team carries out quarterly verification missions to selected project sites and verifies the actual implementation outputs/results against the quarterly reports provided by programme managers. Verification reports are prepared by the team and communicated to the MoE leadership as well as used to provide feedback to programme management teams.

The MoE has developed an EMIS which has been used in the development of NESP 2 and the EIP (and which will be used in connection with the GPE Programme). This is a significant step towards a comprehensive monitoring and evaluation system. Efforts will be made to improve the quality and the timeliness of the data by moving data collection to programme staff. The EMIS system has been deployed at provincial level to improve and accelerate data collection processes. Other specific modules will be developed for specialized departments. The AFMIS and the BPET system are other initiatives that will provide valuable monitoring information. Programme-specific analytical reports will be generated from these systems that will be used for reviews and decision-making.

A comprehensive consolidated annual narrative and expenditure report is produced which will indicate progress against set targets for each NESP 2 programme as well as challenges and lessons learned. The annual report shows performance, changes in key outcome targets such as enrolment, pupil/teacher ratios, pupil/classroom ratios, examination results

and other data on learning achievements. This report serves as the central monitoring instrument to assess overall programme and sub-programme performance. The report is presented to education stakeholders such as education partners, the Ministries of Economy and Finance, and Parliament. The report will also be uploaded at the MoE website for public access. As needed, the MoE will also commission periodic studies to further assess the performance of the education system in relation to meeting the goals and objectives set out in NESP 2 and the EIP.

Capacity to implement the monitoring and evaluation system at different levels will be enhanced through different training and mentoring programs. In addition the MoE's Department of Planning and Evaluation works to develop awareness and capacity for the use of monitoring and evaluation results within other departments and among different decision-makers. That Department also provides assistance to each programme to strengthen its monitoring and evaluation systems and instruments. Monitoring of programme outcomes, outputs and activities as specified in the NESP 2 and EIP logical framework matrices, is consistently undertaken in order to produce reliable, useful and timely information to improve implementation and revision of programme plans.

The semi-annual meetings are presented with the relevant plans, budgets and reports as described above. In addition, based on prior annual meeting decisions, MoE – in consultation with the HRDB – conducts reviews and studies before the next semi-annual meeting to assess actual outcomes of the NESP 2 and/or to assess specific areas of focus under the NESP 2 (like learning outcomes, coverage and outreach of services, efficiency and effectiveness of resource use, relevance and cost effectiveness of projects with external funds managed by partners out of the government budget). These reviews are external and thus serve as an additional source of information to verify progress and annual reports based on internal monitoring systems, as well as to identify opportunities to conduct studies and assess outcomes in specific areas, both for monitoring purposes and for informing the MoE and donors.

In close coordination with HRDB, the ToRs for an external mid-term evaluation of NESP 2 will be developed and external consultants will be recruited to conduct that evaluation and present a report focusing on progress, implementation challenges and recommendations. The MoE's Department of Planning will then initiate an Education Development Forum meeting to be chaired by the Minister, and attended by deputy ministers, heads of departments, stakeholder representatives, public and non-government organizations and donors. Based on the results achieved against the objectives and targets of the NESP 2, objectives, strategies and activities for the second half of the implementation will be adjusted, if necessary, and considered for future strategic planning.

The final evaluation of the NESP 2 will be conducted by the HRDB following implementation. External consultants will be recruited to carry out the evaluation. The evaluation will assess the outcomes of the strategic plan and the overall status of education in Afghanistan, as well as lessons learned from the implementation of the strategic plan. The results of the

evaluation will be practically used for the development, implementation and monitoring of the next strategic plan. The final evaluation report prepared at the end of the implementation phase will include the monitoring results, comparison of the two last years of implementation, and the results of the research done. The report will contain a summary of the implementation progress of programmes, and the challenges and the lessons learned. The report will reflect the achieved outcomes and the long-term impacts made by implementation of the strategic plan. If some objectives and outcomes have not been achieved, the reasons will be identified and solutions will be suggested. The report will also contain the feedback of the communities, civil society organizations, donors and implementing partners.

Audit

In addition to internal audit and control arrangements,⁴⁸ an annual external audit is conducted by the Office of the Controller and Auditor-General. The audit is a full scope financial and compliance audit. The annual audit report is presented within six months of the close of the fiscal year (which is end March). As noted below, the Office of the Controller and Auditor-General will conduct an annual external audit of the GPE Programme, with financial support from the Supervising Entity; if deemed necessary, additional external audits can be commissioned as agreed between the MoE, SE, CA and the GPE Secretariat.

5.3. Coordination and alignment (see figure 5.1)

To effectively implement NESP 2, coordination among different Departments within the MoE and between MoE and its partners – in particular other Ministries within the Government of Afghanistan -- at central and provincial levels has increased and will be further strengthened in connection with implementing the GPE Programme. Three main strategies are to be adopted: (i) increased formal interactions and consultations within the Government of Afghanistan, through meetings of relevant stakeholders; (ii) the establishment of a specialized unit within the Office of the Minister of Education to coordinate the activities of individual Departments within the MoE with regard to special programmes, including the GPE Programme, as well as to ensure effective linkage of these special programmes with the regular functions and programmes of the MoE under its core budget (the unit will be called the Program Management and Coordination Unit/PMCU); and (iii) strengthened external coordination mechanisms. These are referred to more particularly below.

Strengthened Consultation Mechanisms

The HRDB was established in 2008 as a platform for policy dialogue between education sector Ministries, donors and NGOs and civil society partners. In addition, internal programme coordination meetings are organized within each programme and across programmes on a weekly basis both at central ministry and provincial levels. The Teacher Education programme and the Technical and Vocational Education programme also implement their programmes in coordination with the Ministry of Higher Education and the

⁴⁸ An Internal Audit Unit for development budget was established in April 2011 under MoE's Internal Audit General Department to control development budget expenditure.

Ministry of Labour and Social Affairs, and other independent departments active in the education sector.

Monthly and quarterly programme coordination meetings are organized with relevant stakeholders. Monthly HRDB meetings are organized and updates are provided to education partners on NESP 2 implementation. The MoE also organizes semi-annual meetings in cooperation with the HRDB. The meetings serve as a common review of programme performance including MoE, NGOs, private sector education partners and external funding partners to the sector. The semi-annual review meetings consist of one to review progress in the previous fiscal year and another to review proposed work-plans and budgets for the following fiscal year.

The semi-annual meeting to review progress is convened in Sawr/Jawza (May/June) and reviews overall progress for the previous fiscal year based on expenditure reports, progress reports and annual reports. At this meeting donors are expected to make an initial indication of funding to be provided for NESP 2 for the following fiscal year, which will enable MoE to include this in their budget preparation process. The semi-annual meeting to review proposed work plans and budgets is convened in Meezan/Aqrab (October/November) in time for inclusion of decisions in the overall submission of the MoE budget to MoF and subsequently the Parliament following the regular state budget appropriation calendar. The meeting reviews the Annual Work Plan and Budget for NESP 2 for the next fiscal year, the audit report of the previous fiscal year, and the findings of review and or study missions.

Establishment of a specialized Unit in the Office of the Minister of Education

As part of the fourth GPE Programme Priority, the MoE will establish a management and coordination mechanism in the office of the Minister of Education with a particular focus on programmes funded through external grants (whether or not incorporated as on-budget support or independently of the budgeting process),⁴⁹ but also to ensure linkage and coordination with activities funded under the Ministry's regular core budget.

The Programme Management and Coordination Unit (PMCU) will have several functions:

- Ensure coordination, synchronization, dialogue among different MoE Departments. Some of the expertise for this function will be financed by the GPE Grant, but other capacity development grants will also be used.
- Ensure alignment of external grants with NESP/EIP; ensure coordination among different external grants and avoid duplication. The Minister will assign individual officials in the Unit to be focal points for specific donors. These focal points will have a coordination and “circuit breaker” function and will ensure that necessary work relating to the grants for which they are responsible is being done through the different MoE Departments, that duplications are avoided, as well as ensure that monitoring and reporting are being undertaken. The focal points will be working in very close coordination with the team

⁴⁹ This will help strengthen the management, coordination and resource mobilization function within the MoE, which is one of the three strategies of the fourth GPE Program Priority.

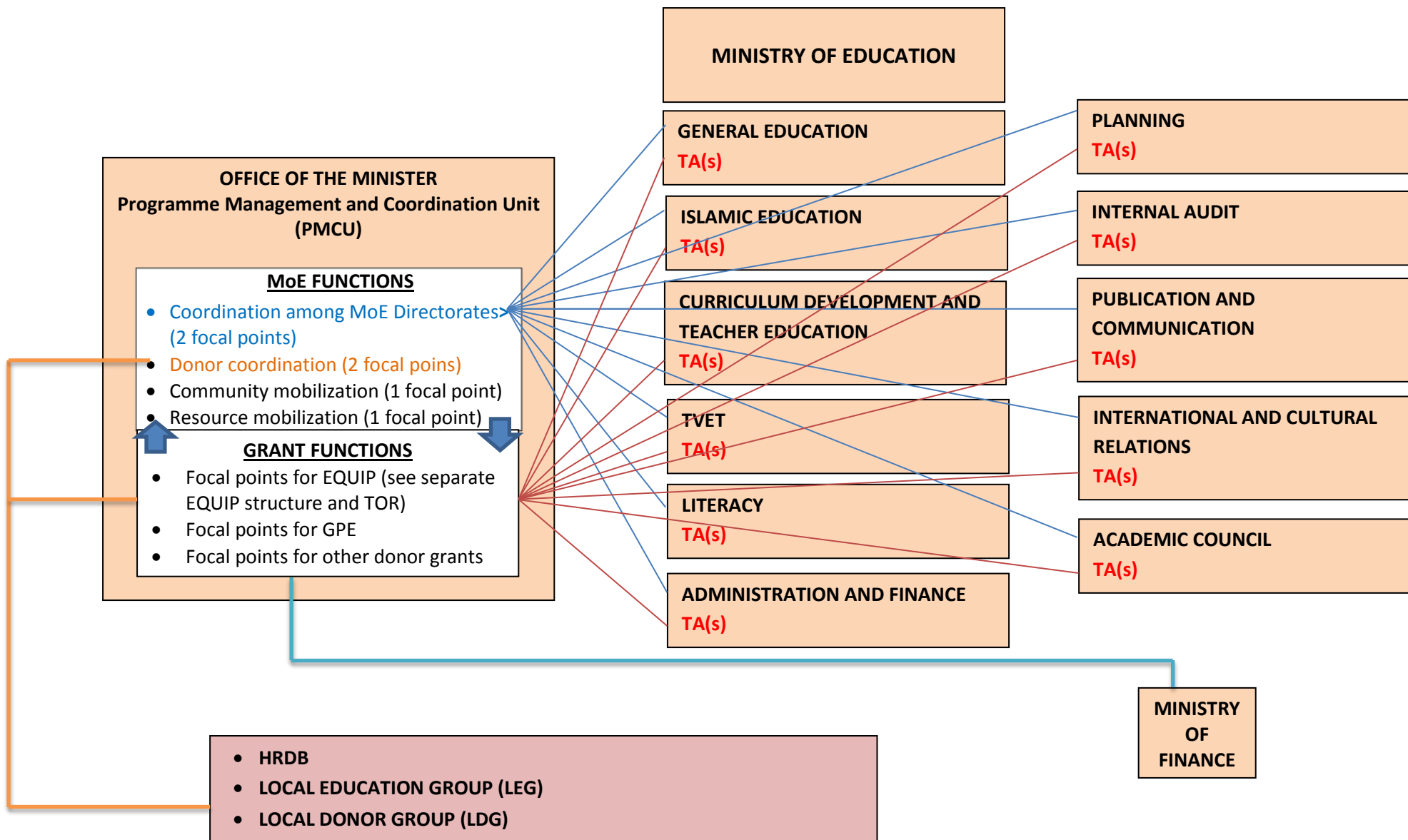
undertaking the other functions of the PMCU and will also be participating at the LEG (HRDB) in order to facilitate communication.

The establishment of this Unit will facilitate and expedite smooth implementation of Government of Afghanistan programmes that are funded by individual grants (whether on-budget or external to the budget). By providing the Minister with an overview of the funding available to the MoE – both on-budget and external to the budget – this Unit will assist the GIRoS in resource mobilization efforts. A strategy and clear Terms of Reference for this Unit are being developed. Civil servants assigned to this Unit will be assigned for periods of eighteen months and then return to their regular duties within the MoE; this will enable the MoE to capture the benefits of the special training and mentoring available through assignment to the Unit (which is again consistent with the realisation of the fourth GPE Programme Priority).

External coordination mechanisms

With regard to mechanisms of coordination external to the MoE, there is consensus that the HRDB should not be used for monitoring progress and implementation of external grants and that a smaller LEG should perform this task. The HRDB should rather act as a forum for dialogue on education issues in the country. The LEG will likely be expanded also to absorb the ESPA Steering Committee, the EQUIP Committee/Working Group, and other grant-specific steering group mechanisms. Furthermore, there is consensus that the present LDG should be more formalized, led by the Coordinating Agency (Denmark). Final decisions on these matters are expected to be taken and implemented by the end of 2011.

Figure 5.1. Programme Management and Coordination Unit (PMCU)



5.4. Implementation arrangements for the GPE Programme

The GPE Programme will be implemented by the MoE using the structures and internal arrangements developed in connection with implementation of NESP 2, as described in general terms above. Certain additional elements will be introduced, through financial support from the Supervising Entity, to strengthen these Government systems at key points. This will enable the GPE Programme to play a reinforcing and consolidating role in continuing and building on existing donor and partner efforts – for example, the ESPA Initiative developed by the Government of Denmark and the forthcoming on-budget support funding to be provided by USAID – to increase capacity and effectiveness within the GIRoA. There are five main structural pillars in this regard:

- The MoE Planning Department will design a detailed implementation plan for the GPE Programme within the parameters of the GPE Programme approval and the budget allocation provided by MoF. This implementation plan will be at a deeper level of detail than this Proposal and will include specifics on timing and sequencing of various activities and sub-activities and their relation to each other. A procurement plan will be developed with details of required delivery times, lead times, and milestones for various procurement actions. These plans will be costed and cash-flow needs will be identified. The Supervising Entity will provide support to the MoE in regard to these functions.
- The LEG (that is going to be formed as a smaller group within the HRDB) will serve as a “steering committee” in connection with the GPE Programme. The final terms of reference for the role of the LEG in this regard are still being developed but in general the group will (i) advise the MoE on activities and sub-activities to be implemented as part of the GPE Programme, and on associated budgets, proposed by the MoE in line with the proposal approved by the Board and the budgetary allocations made by the MoF and Parliament; (ii) review and comment on reports of implementation, achievement of results, and financial reports developed by the MoE in connection with the GPE Programme in order to identify good practices and to flag areas of concern (in particular with regard to achievement of results and expenditure of funds); and (iii) serve as a key part of the overall control environment for the GPE Programme.
- Rather than developing any separate or parallel mechanisms, existing accountabilities within the MoE will be respected and reinforced. So, for example, procurement under the GPE Programme will be the accountability of the MoE Procurement Department; financial and administrative management under the GPE Programme will be the accountability of the MoE Department of Administration and Finance; and planning and report writing will be the accountability of the MoE’s Department of Planning.
- Implementing partners and private sector vendors will be selected using standard Government of Afghanistan-MoE arrangements.
- In view of the extent to which the whole strategy of the GPE programme is rooted in community and social mobilization and governance, Implementation of the GPE Programme activities in any one district will not be commenced until the Minister has indicated he is satisfied that there is adequate community support within the district for the activities in question.
- The PMCU will play a major role in securing proper and timely implementation of the GPE Programme by the MoE.

- Implementation of the GPE Programme will be subject to the arrangements and controls established in the MoF for management of the Government of Afghanistan's national budget, inasmuch as the GPE Grant will be provided as on-budget support to the Government. In broad terms, these controls involve: (i) approval by both the executive and the legislature for the expenditure during the budget period; (ii) establishment of a dedicated "special account" by the MoF (similar to the special account established in connection with the ESPA Initiative) for administration of the GPE Programme funding (the GPE Account); (iii) controlled issuance of a relevant budget allocation to the MoE by the MoF's budget office once legislative approval is secured; (iv) controlled disbursement of funds by the MoF's Treasury Department in line with its standard procedures – either directly to MoE vendors, upon validation of contractual arrangements entered into by the MoE and liabilities, or to MoE for direct payments (for example, to field-based community mobilisers).
- The implementation of the GPE Programme will be monitored under the guidance of the MoE using a combination of strategies to be developed as part of the implementation plan referred to in the first bullet point above in consultation with the Supervising Entity, the Coordinating Agency, and the LEG. The strategies will reflect the specific situation in each province where the GPE Programme is implemented taking into account issues such as access, security and the presence and potential support of education sector stakeholders on the ground (e.g. DFID and DANIDA in Helmand). The strategies will include a combination of regular visits by MoE officials; visits and reports by local civil society groups appointed for this task and assigned monitoring responsibilities; visits by the Supervising Entity independently of the MoE; visits by members of the LEG on a "sample" basis. The MoE and the MoF activities in connection with the GPE Programme will each be subject to internal and external audit. Additional capacity will be made available to the internal audit departments of both the MoE and the MoF to enable annual internal audits to be completed; additional capacity will also be made available to the Auditor-General of Afghanistan to enable annual independent audits of the MoE and MoF to be conducted.

Role of the Supervising Entity

UNICEF will discharge the two elements of its functions as Supervising Entity – the programmatic and the fiduciary – in the following ways. Except as described below, UNICEF is not taking on additional responsibilities or accountabilities as Supervising Entity.⁵⁰

- **Programmatic component:** UNICEF will discharge the programmatic component of the Supervising Entity role (a) by providing expert assistance to the MoE and MoE implementing partners to monitor progress in programme implementation, to assess on-going programme achievements, and to provide "real time" lessons learning capability; and (b) by reviewing programmatic reports prepared by the MoE and engaging with the MoE in any appropriate follow up to those reports. All of this will be done in close consultation and collaboration with the LEG and the Coordinating Agency.⁵¹

⁵⁰ It is important to recall that the GPE Programme is not a UNICEF programme and as such UNICEF does not assume accountability for programme implementation and achievement of results, nor accountability in respect of management and disbursement of funding once transferred to the Government of Afghanistan.

⁵¹ The Supervising Entity will determine the particular steps needed to assess the efficient and effective implementation of the GPE Programme, based on its experience in Afghanistan and elsewhere and using such methods as it may determine are appropriate and available. It is understood, however, that during the course of any one calendar year, the Supervising Entity will deploy programme evaluation staff (or, subject to mobilizing the necessary resources, consultants engaged expressly for this purpose) to the GPE

- **Fiduciary component:**

- UNICEF will discharge the fiduciary component of the Supervising Entity role by designing the funding modalities of the GPE Programme in such a way that a sound control environment is created, transaction costs are minimized, and the Government of Afghanistan captures the benefits of other mechanisms already in place to support the education sector in Afghanistan. The Supreme Auditing Institution of Afghanistan (Office of the Director-General of Audits) will, through annual audits of the GPE Programme, provide stakeholders (including the Supervising Entity) with assurances, reasonable in the context of the environment in which the GPE Programme is being implemented, that the elements of this control environment are fully functioning. Having conveyed these assurances to the GPE Board, the Supervising Entity will have no duty to take additional or extra steps in this regard.⁵²
- Consistent with the approach referred to in the paragraph below, the Supervising Entity will meet the costs of performing the duties of Supervising Entity (mobilized by the Supervising Entity directly from a range of donors). The Supervising Entity's costs of administering the special account will, in accordance with the Supervising Entity's standard procedures for administering its special accounts, be fixed as a percentage of the amount transferred to the special account. That amount, in this case, will be two per cent (2%) of the funds deposited to the special account, which will assist in defraying the Supervising Entity's costs of financial administration in both Kabul and New York Headquarters, and likely direct bank charges.

Funding modality and link to existing systems and modalities

The Government of Afghanistan, the Coordinating Agency, and the Supervising Entity, in consultation with the donors in country, considered a number of possible “funding modalities” and assessed these with the following considerations in mind: (i) to the greatest extent possible the GPE Programme should use a funding modality that is embedded within existing structures and procedures of the Government of Afghanistan already in place, including those related to on-budget support, and not establish or encourage a new independent or parallel modality; (ii) the selected funding modality should involve minimum transaction time and costs; (iii) the selected funding modality should have a strong capacity-building impact and reinforce existing efforts to strengthen capacity in the civil service of the Government of Afghanistan; (iv) the controls – to address fiduciary concerns and compliance with requirements concerns – should allow for reasonable assurances about the use of funds, recognizing the circumstances, locations, and context within which the GPE Programme is to be implemented, and yet be as light as possible; and (v) to the extent possible, the selected funding modality should be such that it can be used by donors to continue funding the same interventions as the GPE Programme at the conclusion of this Programme and also to fund an expanded range of programmatic interventions that are

Programme implementation sites on a sample basis, with a view to having the staff visit a statistically-valid sample of all sites during the GPE Programme implementation period. If other members of the HRDB are visiting these areas, the Supervising Entity will invite them also to review GPE Programme implementation and share their observations and recommendations.

⁵² As noted below, the funds made available to the Government of Afghanistan by the FTI will be held by the Supervising Entity on behalf of the Government of Afghanistan in what the Supervising Entity's financial Regulations refer to as a “special account”, also known as a trust account. This account will be administered in accordance with the Financial Regulations and Rules of the Supervising Entity together with its relevant policies, procedures and administrative instructions and standard operating arrangements (including those related to interest, oversight, audit, and accountability for funds disbursed).

associated with those comprising the GPE Programme (thereby promoting harmonization and coordination of funding mechanisms).⁵³

The stakeholders took particular note of the “Education Support Program for Afghanistan – 1389-91” funded by the Government of Denmark (the ESPA Initiative). Under the ESPA Initiative, broadly speaking, the Government of Denmark provides support for implementation of selected components of the current EIP under two pillars. First, the Government of Denmark engages individual or corporate consultants directly and deploys these consultants to support the Government of Afghanistan. Second (and on a much larger scale), the Government of Denmark provides un-earmarked contributions directly to the Government of Afghanistan as budget support.

The budget support funding provided under the second pillar is used to implement a programme approved by a Steering Committee chaired by the Deputy Minister for Education, Administration and Finance, in line with annual work plans and budgets approved by the Steering Committee. In accordance with standard procedures of the Government of Afghanistan’s Ministry of Finance, the budget support funding is transferred by the Government of Denmark to a dedicated account (the ESPA Account) of the Ministry of Finance conducted at the Afghanistan Bank. The ESPA Account is managed by the Ministry of Finance. ESPA includes a specific TA for the finance department in order to strengthen the administration and oversight of funds.⁵⁴ Disbursement of funds to the core budget of the MoE is to be done on a lump sum basis approximately three times each calendar year. The first instalment will be based on a projection of funds needed for the first quarter of the year and the following instalments will be based on the execution of funds and projections for the following months. Funds are disbursed to the MoE in response to disbursement requests from the MoE (under signature of the Deputy Education Minister, Finance and Administration and counter-signed by a specialized consultant to the MoE funded by the Government of Denmark). The Steering Committee and the Danish Embassy receive a financial quarterly, semi-annual and yearly reporting. The Steering Committee plays an active role in programmatic oversight, through regular reports from the Deputy Education Minister, Finance and Administration. The Supreme Auditing Institution of the Government of Afghanistan provides external audits of the ESPA Account and the ESPA Initiative more generally in accordance with an audit plan reflecting, among other things, the application of its risk model and the available capacity in that office.

⁵³ Over the past years a number of funding modalities have been utilized for the development budget. There are examples of on the budget, off-budget and mix approaches. The **Afghanistan Reconstruction Trust Fund (ARTF)** is administered by the World Bank and is supported by thirty-one countries. The ARTF was established in 2002, and has now become the main financing vehicle for Afghan development priorities. The funding provided by the ARTF is channeled through the core development budget which is managed by the Ministry of Finance (MoF). The **Education Quality Improvement Programme (EQUIP)** is implemented using this modality. **Special Accounts** are used by some donors for funding development programmes. The MoF opens a separate account for each specific programme in the Afghanistan Bank (DAB) and the donors can transfer funds based on an MoU signed with MoF. An example of this modality is the **Education Support Program for Afghanistan (ESPA)**, which uses the dual on-budget and off-budget routes for fund flow. For the on-budget support a designated account (DA) or the special account is opened in the DAB and the SDU of the MoF provides financial management according to AFMIS. For the off-budget support, the donor directly transfers funds to the contractors/suppliers.

⁵⁴ These and other efforts to strengthen MoE capacity are also expected to benefit the implementation of the GPE Programme.

The stakeholders have concluded that the funding modality of the ESPA Initiative is the appropriate basis for a funding modality for this GPE Programme. A limited number of adjustments will need to be added to this modality given that the GPE Programme funding is broadly ear-marked and that the work plans and budgets will be developed in some detail. However, using the general design of the ESPA Initiative – even with the few additional elements – will meet the objectives listed above.

The stakeholders wish to note three particular adjustments to the general design of the ESPA Initiative funding modality that will be reflected in the design of the funding modality for the GPE Programme.

- It will be necessary to provide additional professional capacity support to the Government of Afghanistan – both in the MoE and in the Government of Afghanistan’s Supreme Auditing Institution. The additional capacity for MoE will be deployed to the Unit established in the Office of the Minister of Education; to do this the Supervising Entity will meet the MoE’s costs of one mid- to senior-level civil servant from the Government of Afghanistan to be redeployed to this Unit. The additional capacity for the Supreme Auditing Institution will be provided in such way as the Supreme Auditing Institution feels will most effectively enable it to provide annual external audits of the GPE Programme; options are a full-time official in the office or the costs of engaging an outside auditing firm periodically to undertake the audit.
- It will be appropriate to deploy an equivalent of the “monitoring agent” (a “Fiduciary Adviser”) to the MoF in connection with the GPE Programme – recognizing that this is not the proper terminology given that the function will be performed by the Government of Afghanistan not the Supervising Entity or the GPE.⁵⁵
- Much as the Government of Denmark meets the costs of consultants in the ESPA Initiative directly, so the Supervising Entity will meet the costs of consultants and advisers in the GPE Programme’s funding arrangements directly – in this case, using a blend of funding from the GPE Programme Grant and from the Supervising Entity’s own funds, mobilized by the Supervising Entity directly from a range of donors.

The Supervising Entity has also concluded that in this particular case it should hold the funds received for the Government of Afghanistan in what its Financial Regulations and Rules refer to as a “special account” (also known as a trust account). As such, the Supervising Entity will have legal but not beneficial title to the funds while they are in its accounts; beneficial title will be held by the Government of Afghanistan and the Government will have full title upon transfer of these funds to the MoF. The funds will, while under the control of the Supervising Entity, be subject to all Regulations, Rules, policies, procedures, and administrative instructions of the Supervising Entity relating to funds held in special accounts, including those relating to interest, audit, and accountability. This special account will be established pursuant to an agreement between UNICEF and the Government of Afghanistan. Under the relevant financial Regulations, Rules, policies, procedures and administrative instructions and standard operating procedures, (i) the funds are comingled with other funds administered by UNICEF and are not separately administered (ii) interest is not available in respect of the funds in a special account; (iii) the special account is subject

⁵⁵ Given that the funds in question will be the Government of Afghanistan’s it would not be appropriate to refer to this function as a “monitoring agent” but the function is a key part of the control environment and the Government thus proposes to refer to this function as the “Fiduciary Adviser”.

exclusively to internal and external audit by the UNICEF Office of Internal Audit and the United Nations Board of Auditors and individual audits of the special account are not available; and (iv) UNICEF assumes no responsibility in connection with the expenditure of such funds once they have been transferred to, in this case, the Government of Afghanistan.

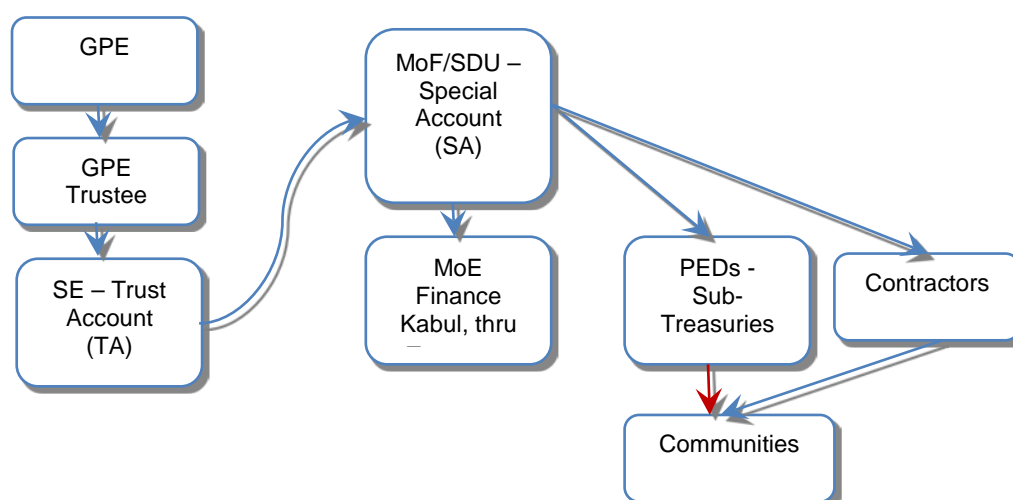
Flow of funds, implementation, reports, and further disbursements

The general principles of the flow of funds for this GPE Programme are set out below.

- **Flow of Funds from Supervising Entity to the Government of Afghanistan:**
 - Funds will be disbursed by the Supervising Entity to the Government of Afghanistan and held by the Government of Afghanistan in the GPE Account, being a special account established by the Ministry of Finance. The Supervising Entity will transfer funds to the GPE Account every three months. Each transfer will be in an amount equal to six months' worth of the MoE's cash flow needs (as disclosed in the GPE Programme's implementation plan and budget), based on replenishment requests from the MoF. Each replenishment request to the Supervising Entity will be countersigned by the Fiduciary Adviser and accompanied by satisfactory expenditure and GPE Programme implementation reports developed by the MoE (and likewise validated by the Fiduciary Adviser). This aligns the cash flow arrangements with those of the ESPA Initiative.
 - The reports and replenishment requests will be provided by the MoF to the LEG for review before being conveyed to the Supervising Entity and the documentation conveyed to the Supervising Entity will indicate sign off from the LEG. This further aligns the cash flow arrangements with the ESPA Initiative; strengthens the role of the LEG, reduces duplication in the sector, and enhances donor coordination; and provides an additional assurance that the GPE Programme is progressing in line with the plan and that funds are being expended in line with the budget.
 - The Fiduciary Adviser deployed to the MoF will advise and guide the management of the GPE Account, including all fiduciary aspects related to financial management, and disbursement functions. Subject to mobilizing the necessary resources, the Supervising Entity will engage this Fiduciary Adviser and make them available to the MoF. An indicative set of Terms of Reference for this Fiduciary Adviser are being developed in close consultation with the Office of the Minister of Finance.
 - The MoF will transfer funds from the GPE Account to or on behalf of the MoE, based on disbursement requests from the MoE's Administration and Finance Department. Each disbursement request will be supported by satisfactory expenditure and GPE Programme implementation reports developed by the MoE's Department of Planning. These disbursement requests and accompanying reports will be provided to the LEG at the same time as they are shared with the MoF. They will be validated by the Fiduciary Adviser in the MoF and on that basis funds will be disbursed to or on behalf of the MoE. The Fiduciary Adviser will determine the steps needed to validate these requests, exercising his or her professional judgment. It is understood, however, that the validation exercise will include some combination of the following during each calendar year: a visual, on-the-spot, inspection of a sample of GPE Programme implementation sites; an inspection of original source documents on a sample basis; and in-person interviews with MoE officials, community members, and vendors. These steps are particularly appropriate given the particular characteristics of the thirteen provinces where the GPE Programme will be implemented. The Fiduciary Adviser will consult closely with the LEG in this regard.

- The MoE will implement the GPE Program working with civil society and local community leadership. It will use the existing regulations, rules and procedures applicable to operation of the MoE. It will use the MoE’s existing internal arrangements to receive and manage funds made available from the GPE Fund through the Supervising Entity and the MoF; to transfer such funds within the Ministry (including to the provincial and district department levels); and to expend those funds (including in connection with procurement of goods or services) and to report on that expenditure. As noted earlier, a Programme Management and Coordination Unit (PMCU) will be established in the Office of the Minister of Education to coordinate the work of the several Departments within the MoE that will actually be responsible for implementing the GPE Programme including financial management, procurement, disbursement, and report writing. In keeping with standard practice, the MoE’s Administration and Finance Department will serve as the MoE’s interface with the MoF in connection with the GPE Programme. This unit will be staffed by members of the civil service within the MoE. The Supervising Entity will support the deployment of a Government of Afghanistan official to the PMCU to serve as focal point within the MoE and with other stakeholders for the GPE Programme. This will help build the civil service strength of the MoE. The civil servants assigned to the PMCU will be assigned for periods of eighteen months and then return to their regular duties within the MoE; this will enable the MoE to capture the benefits of the special training and mentoring available through assignment to this unit.
- Absent the necessary counter-signatures and sign-offs for a replenishment request, the Supervising Entity will not disburse funds to the MoF.
- **Flow of Funds from GPE Fund Trustee to Supervising Entity:** The Supervising Entity, in turn, will receive the grant from the GPE Fund Trustee in annual tranches equal to eighteen months’ worth of the MoE ’s cash flow needs (as disclosed in the GPE Programme’s implementation plan and budget), based on replenishment notifications from the Supervising Entity accompanied by a cumulative expenditure report and programme implementation report prepared by the Supervising Entity relying on the expenditure reports and programmer implementation reports developed by the MoE, validated by the Fiduciary Adviser and the LEG, and provided by the MoF in securing replenishment funding from the Supervising Entity.

Figure 5.2. Flow of funds



Transparency – the GPE Programme Public Website

Consistent with an overall commitment to transparency in the GPE Programme, the Supervising Entity will establish and operate a public-access internet site with information about the GPE Programme. All documentation relating to the GPE Programme will be available on this website including disbursement requests, and expenditure and implementation reports, together with all cumulative expenditure and implementation reports, and audit reports. The cost of administering this website will be met by UNICEF as part of its responsibilities as Supervising Entity.

Auditing

Consistent with the commitment to integrate the administration of the GPE Programme into existing funding modalities in the education sector in Afghanistan, and the commitment to promote capacity building in Government of Afghanistan oversight functions, the GPE Programme will be subject to internal and external audit by the relevant offices of the Government of Afghanistan.

More particularly, the MoE and the MoF will each be subject to internal audit by their respective internal audit departments in accordance with the standards established by the Institute of Internal Auditors, which internal audits will review both (a) GPE Programme internal control systems, and (b) expenditure of funds and implementation of the GPE Programme. The internal audit departments will apply their own respective risk assessments, risk models, and audit plans, in connection with the GPE Programme. Subject to mobilizing the necessary resources, the Supervising Entity will fund additional capacity in the MoE internal audit department if this is needed. These internal audits will be carried out in close consultation with the Fiduciary Adviser.

The MoE and the MoF will each be subject to annual external audit by the Supreme Auditing Institution of Afghanistan in accordance standards established by the International Organization of Supreme Audit Institutions. Subject to mobilizing the necessary resources, the Supervising Entity will fund additional capacity in the Supreme Auditing Institution of Afghanistan to enable it to perform these annual independent external audits.

The Government of Afghanistan will make the internal and external audit reports relating to the GPE Programme available to the Supervising Entity as soon as they are delivered to it. The Supervising Entity will make these reports available on the Supervising Entity's GPE Programme website.

Summary

The proposed allocation of responsibilities between the different actors involved in the implementation of the GPE funded activities is as follows. The table includes only the primary actors directly involved in implementation.

Table 5.1. Institutional arrangements for GPE-funded activities

Institutional arrangements for FTI-funded activities		
Institution	Role	
Communities	Ownership, facilitation	
Contractors (private sector and NGOs)	Implementation, reporting, feedback	
MoE	Schools, DEO and PEDs	Execution, supervision, monitoring, reporting
	Programme Departments	Design, planning, quality control, M&E (supported by Department of Planning)
	Support Departments (Finance, Procurement, Planning)	Quality control, operational planning, reporting, disbursements, procurement, M&E, audit
	Programme Management and Coordination Unit (PMCU) in Minister's Office	Coordination and "circuit breaking" within MoE departments and officers so as to facilitate implementation
	MoE Internal Audit Office	Conduct annual internal audits, available to all stakeholders, on the MoE's implementation of the GPE Programme, including through audits of implementing partners
Local Education Group (LEG)	Oversight, direction, approval – linked with the HRDB	
SE	Secure assurances from Government of Afghanistan that established Government of Afghanistan controls operating effectively through internal and external audits of MoE and MoF by Government of Afghanistan auditors; provide additional capacity (either directly or through funding so that Government of Afghanistan can secure it), to promote effective operation of Government of Afghanistan controls, for: Fiduciary Adviser in MoF, GPE Programme focal point in PMCU, for review of procurement rules and procedures in MoE, in Supreme Auditing Institution of Afghanistan for annual external audits of GPE Programme; provide on-going technical guidance and advice to MoE and partners in planning and implementation of GPE Programme (including budgeting and formulating of payment requests, and support for development of contracting database); operate a public website with all documentation relating to the GPE Programme including implementation and audit reports.	
CA	Donor coordination, facilitation	
MoF	MoF Minister's officer, budget office, Treasury Directorate	Establishment and operation of the GPE Account; management of budget allocations, and disbursement from GPE Account, as per standard MoF procedures
	MoF Internal Audit Officer	Conduct annual internal audits, available to all

		stakeholders, on the MoF's operations with regard to the GPE Programme
Supreme Auditing Institution of Afghanistan		Provide independent external assurance to all stakeholders, through annual external audits, that the GPE Programme is implemented within a sound control environment



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6. RISKS, CAPACITIES AND MITIGATION MEASURES

This chapter addresses the various risks associated with the implementation of the GPE Programme described in this proposal, including in particular (i) the risk that the GPE Programme might not be able to achieve its anticipated results – for a variety of reasons including slow expenditure, slow implementation, and access and security issues; and (ii) the risk that funding provided through the GPE might not be used for the purposes for which it has been provided.

The risk analysis for the GPE Programme must be premised on an appreciation that the implementation of any development programme in Afghanistan is subject to serious, and possibly growing, safety and security risks that can compromise implementation on the one hand and monitoring and evaluation on the other. The operational and other risks arising from the reality of Afghanistan must be appreciated by all stakeholders, including the GPE Board, and must inform its assessment of what is and is not possible in the country – and in implementing the GPE Programme.

Notwithstanding these risks, the risks of non-engagement also need to be recognized, and balanced against the risk associated with pursuing the GPE Programme. Unless education outreach and quality are improved, large areas of the country - and large cohorts of a predominantly-young population – will be critically underserved and denied their right to education. This could have a profound effect on the overall economic development of the country for years to come, exacerbating inequalities and contributing to the perpetuation of peace and security issues that have already plagued the country for far too long.

On balance, the GIRoA and stakeholders (both the in-country representatives and their respective headquarters) -- including the SE, the CA, and the HRDB – believe that the selected programmatic interventions and the implementation and fiduciary controls set out in this proposal are sufficient to mitigate the risks presented, to a level that is acceptable within the context of Afghanistan. Major risk categories are described in detail below, and the full range of risks are then outlined in the table following.

6.1. Fiduciary assessment

A fiduciary assessment of the Implementer has formed a major part of any proposal for funding from the GPE, and serves the important purpose of giving the GPE Board a reasonable appreciation of the systems in place governing the operation of the Implementer, and the control environment within which the funding provided from the GPE Fund will be utilized.

The Government of Afghanistan will be the Implementer of this GPE Programme and, as noted in Section 5 of this Proposal, the Government will implement the GPE Programme within the overall framework of implementation of the EIP using the existing Government systems that have been designed and established with support from the international donor community for some years and with additional support (including extra capacity and mentoring) provided by the SE. In this regard it is important to recall that the funding provided from the GPE Fund will be on-budget support to the Government of Afghanistan

and as such will be subject to all the systems, controls, and checks that have been put in place by the Government of Afghanistan – MoF and MoE in particular, and also including the internal and independent external auditing functions for the Government – with the support of the international community.

Over the last several years there have been a great many independent assessments of the fiduciary controls in place within the GIRoA. These have been undertaken by individual donors in connection with both 'on-budget' support and support that is managed outside the budgeting process. Many of these relate to both the MoE and the MoF. One example is the assessment reflected in the Government of Denmark's on-budget support for the ESPA Initiative (see annex 8.9). The World Bank has also initiated a number of assessments, including in connection with the EQUIP Project. These various assessments have been satisfactory to the donors in question (see annex 8.9 on EQUIP document; the fourth annex gives a thorough assessment of fiduciary arrangements at the MoE as well as risk and mitigation measures).

In addition to independent assessments already completed, at least one independent fiduciary assessment is on-going. The Government of the United States, through USAID, is in the process of planning a substantial contribution of 'on budget' support to the Government of Afghanistan and as part of this planning has commissioned an independent assessment of the fiduciary controls operating within the Government.

Consistent with the Government of Afghanistan's and stakeholders' commitment to mitigate transaction costs, to capture the benefits of work already done in Afghanistan, and to avoid unnecessary imposition of the Government, the overall judgment arising out of these completed assessments – that the control systems, if properly applied, are adequate -- are relied on for the purposes of the GPE Programme. Two examples of these assessments, contained in the relevant programming documents, are enclosed for reference: the assessment associated with the ESPA Initiative (funded by Government of Denmark) and that associated with the EQUIP Project (funded by the World Bank and other donors) – see annex 8.9.

As is noted in the Proposal, the Supervising Entity will help the Government of Afghanistan strengthen its capacity with regard to fiduciary controls as they apply to the GPE Programme. In particular, it will fund increased capacity in the MoF, MoE, and Supreme Auditing Institution to assist in the implementation of the GPE Programme; in addition, the Supervising Entity will ensure adequate arrangements for review of procurement documentation, and training of officials in development of budgets and cash-flow projections, so as to facilitate better programme design and better cash flow monitoring. The flow of funds architecture involves sign off by MoE (Minister's Office), the LEG, and MoF based on monitoring and expenditure reporting, before funding is released by the Supervising Entity, relying on these sign-offs, and this set of checks mitigates risks of diversion of funds

The independent assessment for the Government of the United States will serve as a useful statement of the most-current situation. The report of that assessment is expected to be available to USAID and, subsequently, to the MoE and MoF before the end of 2011. The Supervising Entity will invite the Government of Afghanistan to engage in a dialogue about any matters in that report that are relevant to the implementation of the GPE Programme,

and is prepared to revisit the extent and nature of its support to the Government of Afghanistan as a result. This would happen through a suitably inclusive and consultative process.

6.2. Specific areas of risk

The major risk areas identified by the Government and stakeholders, together with mitigation strategies and an assessment of the risk level before and after adoption of those strategies, are set out in the following matrix.⁵⁶ The “Overall Risk Level” is assessed to be moderate to substantial but the Government and stakeholders wish to stress in the strongest terms that the risks associated with access and security are not to be under-rated.

⁵⁶ Risk Rating: “High”; “Substantial”; “Moderate”; “Low”, depending upon the likelihood of occurrence and magnitude of potential adverse impact.

RISK MATRIX				
COUNTRY AND SUB-NATIONAL LEVEL RISKS				
Risk Factors	Description of Risk	Rating of Risk	Mitigation Measures	Residual Risk
Political and Security	The risk that implementation of the GPE Programme will be compromised, in whole or in part, by security-related incidents (actual or threatened) in the provinces where the GPE Programme will be implemented – including risks that such threatened or actual incidents might prevent the MoE from attracting or retaining qualified teachers (including female teachers), PED or DEO officials in the relevant provinces.	High	<p>The Government of Afghanistan and its partners, including UNICEF, have recently successfully engaged influential persons and groups in many of the relevant provinces (including both religious and secular leaders) so as to secure their support for education programmes, including programmes for the education of girls and as a result a large number of schools have been opened or reopened and have continued to operate. These efforts, as well as other often long-standing initiatives to ensure community acceptance are continuing in the relevant provinces, and should achieve community buy-in for the GPE Programme and mitigate the risk that security incidents may occur or be threatened so as to compromise implementation. Implementation will not begin without confirmed community support and buy-in.</p> <p>It is not possible to mitigate risks that security incidents that are not associated with education may compromise programme implementation; but community-supported education tends to create a virtuous circle of stability, as communities realize the benefits of education for their children, and this may have a mitigation effect on security incidents.</p>	Moderate to Substantial
Social and socio-psychological	The risk that social customs, mores and beliefs will work against implementation of the GPE Programme or achievement of the projected results and outcomes of the GPE Programme, including because the GPE Programme may be seen as undermining traditional values in the relevant provinces.	Substantial to High	On a nation-wide basis, the Government of Afghanistan has already succeeded in securing support for education, including the education of girls, in a large number of communities where this has not traditionally been the case and has opened a number of schools in such areas – which schools continue to operate; the number of communities demanding that their children be educated continues to increase significantly and the number of children enrolled	Moderate

			has also gone up. These efforts will continue, with special focus on the twelve provinces where the GPE Programme is to be implemented; messaging and strategies will be developed with sensitivity to the local communities, histories, and practices. As noted above, implementation of the GPE Programme will not begin without confirmed community support and buy-in and will also seek to take advantage of trust and goodwill already established by NGOs and other education stakeholders in the districts in question.	
National development priority	The risk that the GPE Programme will not fit with Afghanistan’s development priorities.	Low	The GPE Programme is comprised of specific elements of the Government of Afghanistan’s EIP, with components selected for their catalytic and leveraging potential. It is fully in line with the government of Afghanistan’s developmental priorities.	Nil
Sub-national development priority	The risk that sub-national governments, and communities, may not see the elements of the GPE Programme as priorities.	Low	The GPE Programme is very much anchored in community-level activities and, as noted above, community buy-in is effectively a pre-condition for beginning implementation.	Nil
Proper Use of Funding	The risk that funding will not be used for the purposes for which is it provided, and may be diverted to other purposes (including through criminality such as theft or fraud)	Substantial	<p>The Government of Afghanistan has already taken steps to combat corruption and is setting up an Anti-corruption Commission. There has been and continues to be a strong drive to reinforce civil service ethics, including through PFM reforms. Automated tracking systems, including EMIS and AFMIS, developed and implemented through support from the international community, allow for detailed and auditable expenditure tracking. The Mitigation Measures listed under Section IV below, “Fiduciary Risks”, are also important mitigation measures in connection with corruption and the possible diversion of funding.</p> <p>Risk mitigation measures should have a significant effect in this risk area. However, it is important to note that any programme involving routine transfers of moderate amounts of cash (as will be the case for the school maintenance component of the GPE Programme), in any environment or country, carries substantial inherent risks. As a result the Government of Afghanistan and stakeholders have decided to characterize the residual risk as “substantial”. Special attention will be paid to the risks associated with school</p>	Moderate to Substantial

			maintenance as the GPE Programme is implemented.	
STRATEGIC ALIGNMENT RISKS				
Risk Factors	Description of Risk	Rating of Risk	Mitigation Measures	Residual Risk
Clarity and Realism of the Development Objective	The risks that stated development objectives are not achievable/measurable or consistent with the scope and time frame of the GPE Programme.	Moderate	The GPE Programme is designed with clear development objectives; strategies, priorities and activities are clearly stated so as to be measurable and achievable within the scope and time frame; continuous monitoring and involvement of the HRDB and other stakeholders will enable “course corrections” if needed so as to mitigate the risks of failure to achieve stated goals and objectives.	Low
Institutional Capacity	The risk that the GPE Program implementation might be compromised because the Government of Afghanistan’s institutional capacity might not be extensive enough to facilitate full implementation in line with GPE Programme design.	Substantial	By agreement of all relevant stakeholders, the GPE Programme is to be implemented as “on budget” support to the Government of Afghanistan through existing systems of the Government’s (in the two key Ministries, MoE and MoF). Government of Afghanistan civil service capacity has been a major factor in GPE Programme design and implementation will involve making additional capacity available to the Government in the MoE and MoF and also in the Supreme Auditing Institution of Afghanistan – with a special focus on mentoring so as to enhance the prospect of sustainable support. These steps build on the contributions of other programmes that have aimed at strengthening the capacity of the Afghanistan civil service.	Low
Sustainability	The risk that results and outcomes of the GPE Programme will not be sustainable and that the Government of Afghanistan will be unable to continue the operation after GPE funding ceases.	High	The GPE Programme is specifically designed to achieve a few particular elements of the Government of Afghanistan’s sector plan, the EIP and because it is anchored in that Plan the achievements of the GPE Programme will be a continuing part of Afghanistan’s education programming. The projected results and outcomes of the GPE Programme are tightly focused, and sustainability is a key part of the design – including, for example, in connection with maintenance of newly- constructed or refurbished school buildings. By making the GPE funding support “on budget”, the goals and outcomes of the GPE Programme become part of the core budgeting priorities of both the executive	Moderate

			and the legislature, thus reinforcing national-level commitments to the programme goals and increasing prospects of continuing representation in national budgets.	
OPERATIONAL ENVIRONMENT RISKS				
Risk Factors	Description of Risk	Rating of Risk	Mitigation Measures	Residual Risk
Sector Policies and Framework	The risk that sound policy intervention/guidelines for successful design and implementation of the GPE Programme are not formulated, adopted and implemented	Moderate	The GPE Programme has been designed to conform to standard programme design and implementation modalities already established by the Government of Afghanistan with support from the international community. Moreover, the Supervising Entity, the Coordinating Agency and other stakeholders in country have all provided guidance to the Government of Afghanistan for the development and adoption of sound policies and guidelines for implementation; and the GPE Programme has been developed through a series of detailed consultations with stakeholders in country (including the international donor community), which have contributed ideas and recommendations on policy interventions and programme focus.	Nil
Donor Collaboration	The risk that donors do not agree on the programmatic elements or implementation arrangements of the GPE Programme or scope or implementation modalities.	Moderate	The GPE Programme, including both the programmatic components and the implementation arrangements, has been developed through extensive consultation and collaboration between the Government and stakeholders (including donors), using established mechanisms in country -- such as the HRDB -- together with the Coordinating Agency and the Supervising Entity.	Nil
Other Stakeholders and Social Risks	The risk that the benefits of anticipated GPE Programme results and outcomes are not communicated specifically and precisely so that each stakeholder (including communities) believes it will benefit; the risk that the actual results and outcomes are not communicated specifically and precisely, and in accordance with stakeholder needs, so as to maintain stakeholder commitment; the risk	Substantial	As per the above, there has been broad stakeholder consultation in the design of the GPE Programme. A communications strategy about the benefits of the GPE Programme results and outcomes is a key component of the GPE Programme itself. The GPE Programme is to be implemented in specific provinces in Afghanistan, and implementation will only begin after support for the GPE Programme has been secured from the leadership of local communities (including religious and secular leaders). The	Low

	that gender issues will not be substantially addressed in program design or implementation.		control mechanisms established as part of the implementation arrangements are designed to secure proper reporting, and the use of a public access internet site will enable wide dissemination of reports on programme results and outcomes. Gender issues are at the core of the programme design and implementation, with provinces being selected with a special focus on gender issues, school construction and rehabilitation being designed with special considerations to make schooling protective of girls, and with the recruitment and training for female teachers being key elements. In addition, the NESP 2 Gender Strategy has been mainstreamed across all national programmes in the MoE and a Gender Unit has been established that determines, and monitors, indicators, benchmarks, and achievements.	
FIDUCIARY RISKS				
Risk Factors	Description of Risk	Rating of Risk	Mitigation Measures	Residual Risk
Funds Management and Accountability	The risk that funds will not be used for the purposes for which they are provided, including the risk of diversion of funds and lack of proper and complete accounting for funds provided.	Substantial	The funding will be provided as “on budget” support and, as such, will be subject to the extensive checks and controls established by the Government of Afghanistan with support of the international donor community within the MoF and the MoE and the Supreme Auditing Institution of Afghanistan. There have been several independent assessments of the financial management systems and fiduciary controls within the Government of Afghanistan by various donors (including the Government of Denmark and the on-going assessment by the Government of the United State in connection with their new “on budget” support programme, and the World Bank in connection with its “off budget” support via the EQUIP programme) and these have been satisfactory to the donors in question. Consistent with the commitment to mitigate transaction costs, to capture the benefits of work already done in Afghanistan, and to avoid unnecessary imposition of the Government, these assessments are relied on for the GPE Programme.	Moderate to Substantial

			<p>The Supervising Entity will fund increased capacity in the MoF, MoE, and Supreme Auditing Institution to assist in the implementation of the GPE Programme; in addition, the Supervising Entity will monitor arrangements for the review of procurement documentation, and support training of officials in development of budgets and cash-flow projections, so as to facilitate better programme design and better cash flow monitoring.</p> <p>The flow of funds architecture involves sign off by MoE (Minister’s Office), HRDB, and MoF based on monitoring and expenditure reporting, before funding is released by the Supervising Entity, relying on these sign-offs, and this set of checks mitigates risks of diversion of funds.</p>	
<p>Audit and Reasonable Assurance</p>	<p>The risk that the Government of Afghanistan and other stakeholders, including the people of Afghanistan and donors, will not be given reasonable (in the circumstances of Afghanistan and the locations where the GPE Programme is to be implemented) assurance that the funds were used for the purposes for which they are made available or that the GPE Programme was implemented with efficiency and effectiveness.</p>	<p>Substantial</p>	<p>This risk and the risk immediately preceding are essentially part of the same risk and as such are rated the same.</p> <p>As noted above, the funding will be provided as “on budget” support and, as such, will be subject to the extensive checks and controls established by the Government of Afghanistan with support of the international donor community within the MoF and the MoE and the Supreme Auditing Institution of Afghanistan and, as also noted above, these systems have been satisfactorily assessed by various stakeholders in connection with their own “on budget” and “off budget” support to the Government of Afghanistan. As a key part of the implementation of the GPE Programme, additional capacity will be made available to the Supreme Auditing Institution of Afghanistan to enable annual external audits of the GPE Programme and these audits will be publicly released through the GPE Programme Website.</p> <p>Risk mitigation measures should have a significant effect in this risk area. However, it is important to note that proper auditing presumes extensive access to locations where the GPE Programme will be implemented and the extent of access must be a factor in determining the level of assurance that is “reasonable” in the circumstances. The stakeholders have therefore decided to characterize the</p>	<p>Moderate to Substantial</p>

			residual risk as “moderate to substantial” but will continue to work diligently with local communities and leadership in the relevant areas to secure appropriate access as needed.	
Procurement	The risk that procurement actions using GPE Programme funding will not be conducted according to appropriate norms and standards for public sector procurement	Moderate	As noted, the GPE Programme will be implemented by the MoE using its standard mechanisms, regulations, rules, procedures and policies, including those relating to procurement. Procurement will be the accountability of the MOE’s Procurement Department, which have been developed with full engagement of the international community. The small coordinating unit in the Office of the Minister of Education will facilitate appropriate actions and serve as a “circuit breaker” if needed. Three key oversight mechanisms will help ensure compliance with these regulations and rules: the MoF’s Treasury Department (which will be responsible for disbursement of funds), the internal auditing functions within the MoE and MoF; and the independent external audit by the Supreme Auditing Institution of Afghanistan. The Supervising Entity will support the MoE in a review of procurement documentation.	Low
OPERATIONAL EFFICIENCY				
Risk Factors	Description of Risk	Rating of Risk	Mitigation Measures	Residual Risk
GPE Programme Design and Implementation Arrangements	The risk that the design of the GPE Programme is such that there will be delays and problems in implementation.	Moderate	The GPE Programme is designed to capture the benefits of expertise already gained by the Government of Afghanistan in the relevant programmatic areas and the issues that need to be addressed are already known. Lead times for procurement can in some cases delay projected implementation schedules and the Government of Afghanistan (MoE), the Supervising Entity, the Coordinating Agency, and other relevant stakeholders, will pay particular attention to this issue by developing and monitoring a procurement timetable.	Low
Readiness for Implementation	The risk that implementation of the GPE Programme and achievement of projected results and outcomes will be compromised	Moderate	Implementation planning is already well advanced. It is expected that, assuming the present proposal is successful, GPE funding will be available some four months after the	Low

	because of inadequate implementation planning.		<p>proposal is submitted, providing enough time for completion of planning. The Supervising Entity and the Coordinating Agency will pay particular attention to monitoring this issue and supporting the Government of Afghanistan (MoE, MoF, and Supreme Auditing Institution) to put appropriate plans in place.</p> <p>As noted in the Proposal, the MoE Department of Planning and Evaluation will design a detailed implementation plan for the GPE Programme within the parameters of the GPE Programme approval and the budget allocation provided by MoF. This implementation plan will be at a deeper level of detail than this Proposal and will include specifics on timing and sequencing of various activities and sub-activities and their relation to each other. A procurement plan will be developed with details of required delivery times, lead times, and milestones for various procurement actions. These plans will be costed and cash-flow needs will be identified. The Supervising Entity will provide support to the MoE in regard to these functions.</p>	
SAFEGUARDS				
Risk Factors	Description of Risk	Rating of Risk	Mitigation Measures	Residual Risk
"Social Safeguards" Factors	The risk that implementation of the GPE Programme will result in unanticipated social problems in the provinces where the GPE Programme is implemented and elsewhere.	Moderate to Substantial	<p>The GPE Programme is to be implemented in specific provinces in Afghanistan and, as noted, implementation will only begin after support for the GPE Programme has been secured from the leadership of local communities (including religious and secular leaders). This should promote community support and buy-in, and mitigate the risk of unanticipated social problems.</p> <p>The Government of Afghanistan (MoE) is appointing additional civil service officials to monitor compliance with the "Social Safeguards" policies required by one major donor to the Government of Afghanistan, and this work should have an indirect beneficial effect on implementation of the GPE Programme.</p>	Low

"Environmental Safeguards" Factors	The risk that implementation of the GPE Programme will lead to unanticipated environmental problems in the provinces where the GPE Programme is implemented.	Low	<p>School construction and refurbishment, especially in remote areas, can present environmental risks. The school construction and refurbishment components of the GPE Programme will be undertaken with special sensitivity to the local environment (including in connection with provision of water points, water access, and waste disposal) and taking into account the wisdom and guidance from local communities about local conditions, and the wishes of local communities generally. The rules and regulations applied in connection with the school construction and refurbishment component of the GPE Programme will be uncomplicated and basic, and based on community support.</p> <p>Few if any of the components of the GPE Programme give rise to "Environmental Safeguards" concerns. However, the stakeholders note that the Government of Afghanistan (MoE) is appointing additional civil service officials to monitor compliance with "Environmental Safeguards" policies required by one major donor to the Government of Afghanistan, and this work should have an indirect beneficial effect on implementation of the GPE Programme.</p>	Low
OVERSIGHT RISKS				
Risk Factors	Description of Risk	Rating of Risk	Mitigation Measures	Residual Risk
Staff Skills and Mix	The risk that implementation of the GPE Programme will be compromised because Government of Afghanistan officials responsible for implementation might not have the right 'skill mix' to administer, implement or supervise implementation of the GPE Programme.	Moderate	The GPE Programme will be implemented by the Government of Afghanistan (MoE) through all its existing mechanisms for MoE programmes, with existing pillars of the MoE being accountable for the relevant components of the GPE Programme. A small coordinating unit will be established in the Office of the Minister of Education to facilitate smooth implementation by the accountable pillars in the MoE and to serve as a "circuit breaker" if needed. The Supervising Entity and Coordinating Agency will pay particular attention to support needs in the MoE during programme implementation.	Low
Project Oversight	The risk that oversight of implementation of	Moderate	The GPE Programme has been designed to benefit from the	Low

Resources	the GPE Programme will require above-average resources which the accountable actors and stakeholders do not have.		existing oversight and control mechanisms of the Government of Afghanistan, with appropriate augmented capacity as needed. Those standard oversight and control mechanisms include reviews in MoF, internal audit functions in both MoE and MoF, and independent external audits by the Supreme Auditing Institution of Afghanistan. These mechanisms have been established with support from the international community and have been satisfactorily assessed by various stakeholders.	
Project oversight scope	The risk that the scope of the GPE Programme is too large for effective oversight.	Moderate	The Government of Afghanistan has adequate capability to oversee implementation of the GPE Programme, and additional capacity will be provided through the Supervising Entity as needed.	Low
Reputational risk of failure to achieve projected programmatic results	The risk that implementation of the GPE Programme will not achieve the projected results and outcomes, thus adversely affecting the reputation of all stakeholders including the Government of Afghanistan, the Supervising Entity, the Coordinating Agency, and the donor group.	Moderate	<p>If implementation of the GPE Programme falls short of projected results and outcomes, the reputation of all stakeholders – most particularly with local communities – will be adversely affected. Design of the GPE Programme and selection of implementation arrangements have been made with close adherence to the Paris Principles (mandating government ownership) and the outcomes of the Kabul Conference (establishing a clear preference for “on-budget” support) and all stakeholders support the proposition that the GPE Programme is owned primarily, and implemented exclusively (in collaboration with local civil society and the private sector, as needed), by the Government of Afghanistan.</p> <p>Failure to achieve projected results arising from oversight or control failures will be especially problematic for all stakeholders, and they are prepared to accept this risk and will continue to be alert to any indications of this and take appropriate measures.</p>	Low

OVERALL RISK				
Risk Factors	Description of Risk	Rating of Risk	Mitigation Measures	Residual Risk
Overall Risk		Substantial to High		Moderate to Substantial



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8. ANNEXES

- 8.1. Report of Consultation Workshop 08.2011
- 8.2. Minutes of HRDB meeting 09.2011
- 8.3. List of education partners
- 8.4. MoE achievements
- 8.5. Mapping of donor resources
- 8.6. Table of target provinces and districts
- 8.7. Operational plan with budget and targets
- 8.8. Time frame of activities
- 8.9. MoE organogram
- 8.10. EQUIP and ESPA documents
- 8.11. EIP documents with appraisal
- 8.12. GPE Country Information Form
- 8.13. Map of Afghanistan



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