

Home-based Girls' Schools in Balochistan Refugee Villages: A Strategy Study



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**Save the Children USA
Pakistan / Afghanistan Field Office**

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Acronyms

BC	Basic Competencies of Learning
FO	Field Officer (supervisor for HBGS)
GTZ	Gesellschaft Technisches Zusammenarbeit (Materials produced by GTZ are used in all grades in HBGS for math, Pashto and religious education.)
HBGS	Home-Based Girls' School
NFE	Non-Formal Education
RV	Refugee Village
SC/US	Save the Children/United States
SRA	Structured Reading Activities
UNO	University of Nebraska at Omaha (UNO produced materials are used in Grade 4 and beyond in HBGS for all subjects except math, Pashto and religious education.)

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I. Executive Summary

The Home Based Girls' School program is an excellent program overall. It provides accessible and appropriate opportunities for Afghan girls who would not otherwise be able to obtain an education. There is a dedication and sense of purpose in these schools that would be difficult to exceed anywhere in the world. Girls are clearly learning to read and write with comprehension, and are capable of doing many math problems to the level that should be expected. There is a uniformity to this excellent learning environment that needs commending and reflects well on the monitoring and supervision systems of Field Officers and on the direction of their Program Managers, not to mention the dedicated teachers and enthusiastic students who are most directly involved. The few exceptions to the general excellence of the program tend to relate to new teachers who are not yet used to the program, or to teachers whose subject-content knowledge is not up to the level of the material being studied. For the very reason that this program is so good it is important both to expand its opportunities to more girls and to make small improvements in its quality that will make it even better. The following recommendations (elaborated in more detail in the text) have this aim in mind.

General recommendations

1. Focus education activities and attention on the education needs of Afghanistan. SC/US education activities should be seen as preparation for the eventual education needs of Afghans inside Afghanistan. Education programs for refugees can provide the opportunity to prepare quality learning activities and experienced teachers who can bring programs without costly support to the variety of circumstances that prevail inside Afghanistan. In addition, a mechanism should be developed to provide instructional materials to those repatriating students and teachers who plan to set up schools on returning to Afghanistan.

2. Make clear interpretations of SC/US program objectives of access, equity and quality. Clear definitions of these concepts will guide program design and implementation and make clearer the appropriate actions to take in the present circumstances. The text provides a discussion of these concepts and suggests definitions that might be used.

Specific recommendations

1. Providing more accessible opportunities

At present, in 2000, 38% (5637) of the students in Refugee Village (RV) schools and HBGS combined are girls. This is a considerable improvement on the figures in 1995 in which only 607 (10%) of the 6047 students enrolled were girls. However, although the absolute number of girls enrolled continues to increase, the 38% figure in 2000 is a decrease from 40% in 1998, one year after HBGS were opened. At that time 33 percent (2895) of the students in RV schools were girls, and the addition of HBGS pushed the

ratio to the higher level. These data show that over the last two years girls' enrollments have declined as a proportion of boys' enrollments in the camps.

It is therefore important to:

- Establish new HBGS starting at grade one where reasonably qualified teachers can be found and appropriate age students are identified.
- Keep present age limits on entry into HBGS to encourage younger girls to enter RV schools where presumably more can be accommodated (until cost analyses and learning results show which program works best for girls).
- Where HBGS of the right level are available, actively recruit girl dropouts of RV schools to fill vacant places in HBGS; or where enough students of this level exist and qualified teachers can be found, establish HBGS especially for these advanced students.
- Continue to hire minimally qualified teachers as needed for HBGS, and based on Basic Competency (BC) tests provide them subject-content training to compensate for any weaknesses they show.

Supporting activities

- Seek funding support and/or partners to expand the program.
- Prepare student cost analyses of RV and HBG Schools to see which are more cost-effective in providing opportunities.
- Administer BC tests in RV and HBG Schools and analyze which learning opportunities are best for girls.
- Appoint a head for HBGS and reorganize FO activities to free up more of their time for establishing and supporting new centers and problem solving older centers. Provide FOs on-the-job training for the changes suggested here.

2. Providing more equitable opportunities

Boys' education opportunities are expanding faster than girls' opportunities and few girls are continuing past grade 3 in RV schools. It is possible also that they receive inferior instruction in math for example because their teachers are not as versed in this subject. Girls forced to enter HBGS at older ages have fewer years of learning. Male and female RV school teachers with the same qualifications as female HBGS teachers are paid more, despite fewer months of work.

To produce an "equivalence of results," it is necessary to address learning, participation, and compensation levels of teachers in HBGS programs.

- As above, expand HBGS places for girls.
- Give priority to girl applicants in RV schools.
- Consider hiring local women for jobs in RV upper primary classes (18 percent of HBGS teachers are 12th grade graduates)

- Additionally, establish HBGS especially for girl dropouts of grades 3 or 4 in RV primary school and others at this level.
- Allow older HBGS girls to accelerate so they can complete primary in a shorter time to compensate for their later start. (A GTZ accelerated program exists which allows completion of the primary level in 18 months)
- Extend HBGS to grade 6 and find a partner to offer after-grade-6 education using self-instructional materials.
- Set an equitable salary policy based on criteria that are independent of gender or school type where teachers work.

Supporting activities

- Review existing instructional materials for their capacity to support self-instruction at higher primary grades.

3. Providing better quality programs

Existing tests to select teachers and to assess student learning set low expectations and are poor instruments for improving program quality. GTZ materials have been successful at supporting good learning results but are difficult for new teachers to use without considerable training. The UNO materials are weak and force reliance on rote learning methods. Children depend too much on teacher direction. The weakest parts of the program are those that require explanation of concepts, independent learning and application of skills. Supervision and training focus on teacher behaviors rather than learning outcomes. Because of the physical distances from Quetta and between refugee villages, SC/US staff should only be expected to provide minimal instructional support.

- Begin introducing annual and half-year exams based on BC (with practice tests circulated to teachers before hand)
- Continue to build learning around supportive GTZ books where teachers have been trained in use them.
- To prepare for education needs in Afghanistan, trial test BC Supplementary Learning Materials in new HBGS centers to ensure their impact.
- Introduce SRA-like boxed materials to replace UNO books in all subjects but religion from grade 3 or 4 on.
- Provide subject-content training to teachers using appropriate BC materials and giving teachers copies for reference.
- Rationalize FO support to focus on new and weak (in terms of student performance) teachers; teachers with good student results should continue according to their own methods.
- Continue to hire female teachers as needed with minimum education qualifications and support them as suggested above.
- Provide more self-instruction from grade 4 where teachers are less knowledgeable and girls may have special learning needs.

- Emphasize in teacher training the importance of explanation of concepts, independent practice and application of knowledge if students are to master skills.

Supporting activities

- Develop tests based on BC for teacher hiring, student assessment, student practice, supervisor monitoring/modeling and use the information obtained to remedy any weaknesses.
- Develop subject content training programs for teachers based on BC starting with math.
- Produce SRA-like boxes to enrich learning. (Pashto prototypes exist in the NWFP Directorate of Primary Education.)
- FOs and teachers need to understand and know how to exercise the flexible options outlined in the three sections above.
- Continue development of BC materials for Pashto and Dari to grade six with content that enriches children's learning.
- Provide cloth Pashto alphabet and numbers charts for Grade One class walls, and a map of some kind to Grade Four for use in Geography.

→ Finally, for the future consider English language training through Interactive Radio Instruction from grade 3 to 6 and computer training for the upper primary grades in resource centers. Without these two skills Afghan children will remain even farther behind in the future as education opportunities start to go online.

II. Background

Purpose of the Study

The study aims to:

- give an account of the HBGS project to date and lessons learned
- analyze and discuss contextual and technical issues affecting the HBGS project
- suggest and analyze potential strategies for the development of the HBGS project

This study takes place within the course of an on-going activity to assess all the SC/US schools in Balochistan, both formal refugee village (RV) schools and home-based girls' schools. The purpose of the study is to provide a descriptive, mainly qualitative feedback to SC/US on how far project aims and objectives are being achieved and to make suggestions for what might be done to improve their attainment.

The key issues at this time concern the future direction and development of HBGS. Issues include:

- Girls want to continue their education beyond grade 3 (some are entering grade four for the first time) but HBGS teachers may be unable to provide education in the upper primary grades because of the limitations on their own education.
- Learning outcomes are thought by some to be lower in HBG Schools than in RV schools, and the quality of support, access to training and resources may be lower.
- HBGS may not be increasing access or changing attitudes toward girls' education in the long term; perhaps it may be time to encourage girls before they reach the age of purdah to enroll in RV schools in grades 1-3, and keep HBGS for grades 4-6 only.
- Perhaps girls-only RV schools staffed by women teachers might provide better access to quality education for girls than HBGS.

For the most part these issues are covered in the body of the text. However to ensure that each is answered fully, Annex One has been prepared to respond to them specifically.

Method

The study was conducted over a three-week period. Activities included reading pertinent documents, visiting HBGS in four out of the six main refugee camps (Surkhab, New Saranan, Loralai, and Muslim Bagh), and discussions with relevant SC/US staff including the Program Manager, the Project Officer for Primary

Education, the Project Officer for Non-Formal Education (NFE), and the HBGS Field Officers (see schedule of visits and interviews).

Report structure

The body of the report consists of five sections, an Executive Summary, this background section, a description of the project, the findings and conclusions of the study, and recommendations. Annexes contain more detailed descriptions of the HBGS and other topics.

III. Project Description

In 1995 UNHCR decided to terminate its funding for primary schooling that until then had been managed under the Commissioner for Afghan Refugees (Project Directorate for Education). Its intent was to encourage repatriation of refugees back to Afghanistan. By then it appeared that there would soon be a peaceful end to the negotiations between the various political factions. To provide time for repatriation UNHCR planned to turn over the 48 primary schools and their 6047 students to communities to run and finance on their own initiative through the creation of Education Management Committees. SC/US was chosen to serve as an implementing partner of UNHCR for this process. At that time only about 10 percent of the students were girls. SC/US found it impossible to elicit the expected help from communities who had grown to depend on the services provided by international agencies and in any case were so poor that it would have been difficult to mobilize the kind of support needed. At that time education was seen as a low priority in the camps. When efforts to mobilize the communities failed, SC/US took over the management of the camp schools in 1996 with a grant from UNHCR, and after an assessment of the status of the schools embarked on an initiative to increase access, promote gender equity and improve program quality in the schools.

RV schools (this name is used for primary schools in refugee villages some of which have a few children enrolled in secondary grades), HBGS and NFE centers provide a range of options for girls' education that need to be considered in light of what each of their programs offer and which of their circumstances influence decisions of girls to enroll in one rather than another. Often these decisions depend more on the circumstances that make them accessible or off-limits to individual girls. A number of girls have taken advantage of more than one of these opportunities.

NFE Centers, started in 1993 in 5 refugee camps, were the precursors of the Home-Based Girls Schools. Throughout 1993 and 1994 women Field Officers (FOs) from the SC/US (UNHCR funded) Female Health and Literacy Programs in Quetta traveled out to teach in the NFE centers opened in Saranan. By 1995 there were 22 of these centers operating with stipends provided by UNHCR and with altogether 411 students enrolled. The number of centers increased after SC/US developed the NFE materials "New Directions" in 1996 to 27 centers with 531 participants. The number of centers and beneficiaries continued to increase and has stabilized so that at the present time in 2000 there are 57 centers and 1063 students.

NFE centers focus their programs on basic literacy and topics of immediate interest to the welfare of women participants and their families. The participants are encouraged to discuss their problems and reach solutions based on participants' experience. The classes meet three times a week at the home of a facilitator who is paid a basic stipend of 600 Rs. and is provided with edible oil as an incentive. The participants are 13 years of age or older and sometimes up to age 50 or 55. Some are attracted initially by the oil but after they have been in the group for a few months they begin to enjoy the program for itself. The program has three parts based on the time it takes to complete the

learning materials: 5 months to complete the first book of basic literacy, 7 months to complete the second book, and 9 months to complete the GTZ literacy book for Math and Pashto. After this they take a test and receive a certificate of completion. In effect they learn to read and write at a basic level after 21 months. A number of the participants have started their own centers after completion of the course. One difficulty is that potential candidates in a neighborhood may be difficult to find after one or two cycles of the program in the area. The director of the program and her four FOs can establish and supervise approximately 70 centers. And they provide orientation training and refresher training three times a year to the facilitators.

NFE centers are considered "less serious" because they meet less often, the teachers can be "less qualified" and the classes are attended by (in addition to others) mothers with their children who sometimes disturb the classroom and limit the amount of learning that can go on. It seems that NFE centers are attended as a matter of necessity by some serious students, who when a HBGS opportunity opens up, switch to this more formal type of schooling.

Home-Based Girls' schools were first opened in 1997 to provide more formal schooling opportunities for girls, and therefore the highest grade of any school in 2000 is fourth grade. FOs prefer to call them "centers" instead of schools apparently as a way of making them more acceptable to the community. It had become apparent that many of the participants attending NFE centers were young adolescents who were unable to access the more public facilities of the Refugee Village (RV) schools either because their parents prevented them or because they were too old for RV schools when they were ready for education. NFE classes were designed for mature women, and the presence of small children and the topics of conversation were not as conducive of learning in young girls. In 1997, therefore, 17 NFE Centers were converted into HBGS to accommodate a total of 498 adolescent girls. By the following year (1998) there were 47 HBGS with roughly 1005 children. By the year 2000 there were 52 schools with roughly 1032 students.

In the early days of these schools, FOs made surveys of the community to find teachers and identify students. As the program has become increasingly popular, however, teacher applicants have appeared with groups of students already identified, or a group of parents requests a teacher for their children. However in 1999 and 2000, very few new schools have been started, and most of the 52 present schools are ones that are continuing into grades 2, 3 and 4 with their same teachers. The dropout rate appears fairly low with the exception of girls who marry, are repatriated, or whose parents decide they are too old to continue. In general teachers and girls take learning seriously.

HBGS are intended to be full primary programs for girls whose parents will not allow them to attend RV schools. There are age restrictions on girls entering the program in order to encourage enrollment in the RV schools: if an RV school is nearby, girls must be age 10 or older to enter HBGS. If no RV school is near they can enter at age 6. An effort is made to find teachers for HBGS that are as qualified as possible in the camp environment. The largest proportion however are home-schooled by relatives, but some

have education levels as high as 12th or 14th grade from previous study in Kabul schools. The curriculum is the same GTZ and UNO books found in the RV schools and the girls take the same exams. Their pass rates (30 percent correct) are in the 90 percentiles. One difficulty is that those few who do not pass can not repeat because their class moves on to the next grade. The children who fail have a chance to try the exam again. Classes are conducted for 3 hours a day, 5 days a week, 11 months out of the year, and teachers receive a stipend of 1600 Rs if they have attended training programs (1300 Rs if they have not). Five FOs train, monitor and supervise the work of the HBGS. The HBGS in Chagai starts the school year in July, while the rest of the camps start in March.

Surkhab

The school established in 1997 - is located in very pleasant surroundings on a cool side of the house, with net across the window and a curtain at the door to keep out flies. A map on the wall showed Afghanistan along with health pictures, a calendar, and a class schedule. The teacher Jamila was a self-possessed and very competent 18 year old. She had studied in the local mixed school for 6 years and then studied at home with her father for 2 more years. She was teaching class 4 with a focus that never wavered. There were 12 students in the class (one was absent because of illness) including one who seemed almost as competent as, if not equal in competence to Jamila. The class originally consisted of 25 students in the first year, diminishing year by year to 21, 19 and now 13. The dropout was mainly because many families in this camp have been repatriated, but 3 girls also had married and left. The girls were all in the age category 13-15 years of age. One girl had completed grade 6 in the RV school and was now in this class "starting over again" because nothing else was available.

RV schools are the final option for girls. In 1995, when SC/US took over their management, there were a total of 165 teachers and 48 schools, and of these, 37 schools were for boys and 11 were for girls. In 2000 there are 6 schools for girls (2 in Surkhab, 2 in New Saranan, 1 in Pir Alizai and 1 in Chagai), 6 schools for boys and 33 schools are mixed for both boys and girls. Increasing numbers of parents are allowing girls to attend up to grade 3. Only a few girls remain in these schools after Grade 3 but numbers are slowly increasing (see Annex 6). There are 33 female teachers currently teaching in RV schools. 18 of these teachers work in girls' schools. They are supervised and trained by the same female FOs who are responsible for HBGS. The difficulty in finding female teachers makes it hard to open girls-only RV schools. In 1997 double shifts were instituted in the RV schools to accommodate the increasing demand for places without constructing new school buildings. In that year 39 out of 211 teachers taught double shifts allowing the schools to enroll 7,024 students. By 2000, of the 282 teachers, 218 were teaching double shifts and accommodating 14,196 students or twice the number as in 1997. For the most part the lower grades and thus

the bulk of the girls attend the morning schools while the higher classes attend in the afternoons. The school day of one shift is 4 hours long or one hour more than HBGS.

There seems to be an assumption that because teachers are more highly qualified and the schools have better infrastructure that the quality of the program must be better in the RV schools. HBGS in effect encourage RV School enrollment by limiting their places and setting age limits on enrollments. The trade-off in supporting RV school vs HBGS enrollments from a programmatic view is not possible to determine without a cost analysis of both systems and a determination of learning impact. However, several advantages and disadvantages of each are immediately apparent. HBGS may be the only available class near enough to a girl's home to make it acceptable, and it is a protected environment where only females are allowed. Often girls could not otherwise go to a formal RV school or, if they went for a time, they would have to leave at around grade 4, while they can probably continue to higher primary grades in HBGS. HBGS also seem a favorable learning environment for girls--classes are small and home-like, the teachers are accommodating and encouraging, the learning is cooperative with girls helping one another and the teacher when she has difficulty with a problem.

HBGS also provide employment for local women who may be the only "working women" role models the girls will see, outside of the FOs, and it seems to have a definite effect on their expressed aspirations. The schools are also relatively invisible in times of local turmoil (we saw two cases where feuding between families did not affect HBGS while in one case it closed the RV school). On the other hand, HBGS may not have the right class a girl needs (several repeat grades they have completed elsewhere) or she may have to wait until a new class opens. It may also not be easy to enter laterally at grade 4 if she has attended RV schools. HBGS students depend on one teacher to carry them through all the grades. This is desirable if that teacher is good but not so if she is weak. From the perspective of SC/US, HBGS may be less costly because the teacher provides the venue, but overall they may be more difficult to support with training and supervision.

RV schools by contrast have more teachers and class levels, provide a more formal style of education, and have mainly male "better qualified" teachers. They also have a more visible presence that makes them an easier target of attack, and because they attract students from a larger area are often farther away from students' homes. Although boys and girls generally occupy separate classrooms in the mostly mixed schools, the presence of boys on the way to and from school serves as a deterrent to some parents in enrolling girls. Also because most girls are in grades 1-3, and lower grades are taught in the morning shift, the afternoon classes tend to be composed mainly of boys and therefore are an even more formidable place for any girls who might want to continue on in school. Although HBG and RV schools follow the same primary curriculum, RV schools have an aura of being "mainstream," and thus create the perception among some that their education is better and should be the desired alternative. With improved learning assessment procedures, it may be possible to determine whether this is true or not.

One matter of possible concern is the number of RV teachers who are teaching double shifts--research has suggested that it is difficult to maintain quality in double-shifted classes if the same teachers teach both shifts. From the perspective of SC/US, however, it may be easier to support these larger groups of children in RV schools.

At present, in 2000, 38% (5637) of the students in HBG and RV schools combined are girls. This is a considerable improvement on the figures in 1995 in which only 607 (10%) of the 6047 students enrolled were girls. However, although the overall, absolute number of girls enrolled in school continues to increase, the 38% figure in 2000 is a decrease from 40% in 1998, one year after HBGS were opened. At that time 33 percent (2884) of the students in RV schools were girls, and the addition of HBGS pushed the ratio to the higher level.

Enrolment data 1997-2000

	1997	1998	1999	2000
Numbers of girl students in HBGS	498	1005	1169	1015
Numbers of girl students in RV schools	1869	2884	3735	4622
Numbers of girl students in RV and HBG Schools	2367	3885	4904	5637
Numbers of boy students in RV schools	5700	5941	7576	9197
Total number of students enrolled in Balochistan Refugee Villages	8067	9826	12,480	14,834
% of girl students in RV schools	25%	33%	35%	33%
% of girl students enrolled in schools in Balochistan Refugee Villages	29%	40%	42%	38%

(Detailed enrolment figures from 1997-2000 in HBGS and RV schools are presented in Annex 6.)

Starting in 1999 the total number of girls served by HBGS has stagnated largely as a result of few new classes opening. This was reported as being due to a combination of factors including the absence of a HBGS Project Officer from early 1999 until June 2000, limited capacity in the HBGS FES team, time-consuming logistical procedures and the difficulty of finding suitably qualified new staff at specific locations. (More recently, the reduction in funding to the SC/US managed Balochistan education program has also had an impact.) With the extension of existing HBGS to higher grades, and the normal dropout that occurs as older girls marry or are removed from school for other reasons, HBGS enrollments have and will continue to decline unless an effort is made to start more new schools at the grade one level. Meanwhile, although

the number of girls enrolled in RV schools has risen by almost a quarter since 1998, the ratio of girls' enrollments has not increased, and the overall ratio of girls to boys enrolled in all Balochistan Refugee Village schools has dropped in 2000. The conclusion that should be drawn from this evidence is that places are not expanding as quickly for girls as for boys. It is likely that this is due to a number of factors including:

- the slowdown in the expansion of HBGS
- the difficulty in finding female teachers for girls in RV schools (of particular importance in grade 3 and beyond)
- parents who are likely to send their girls to school have enrolled them already and the remaining girls from more conservative families are more difficult to enrol.
- boys are persisting into higher grades and girls often do not persist beyond grade 3

Lorelai

Late in the afternoon we go to Hakima's Grade 4 class. She is a middle-aged woman who, like others, has acquired her eighth grade education in Afghanistan before coming to Pakistan. There are 10 girls present. This is a well organized and pleasant class and Hakima is an efficient and good teacher. She gives a geography lesson and has each girl find her place of origin on a map of Afghanistan. She does a Pashto lesson with the usual sequence of presentation, recitations, writing on the board, and writing in their notebooks. She asks them to use new words in their own sentences to show they understand them and then asks them to correct each others mistakes before coming to the board to write their sentence. All the girls are stars in all subjects, and the class passes rapidly because of her good sense of pacing and varying the activities. She could well be asked to model some lessons in training.

IV. Findings and Conclusions

This section answers the specific questions that have guided this study.

Is SC/US meeting its objectives of improving access to education, promoting gender equity, and improving the quality of education?

Overall the HBGS program is doing very well. For the most part the girls entering the program seem to be ones who would not otherwise be able to obtain an education. There is a dedication and sense of purpose in learning that would be difficult to exceed anywhere. Girls are clearly learning to read and write with comprehension, and are capable of doing most math problems to the level that should be expected. There is a uniformity to this excellent learning environment that is also to be commended and reflects well on the monitoring and supervision systems that support the teachers. The few exceptions to the general excellence of classes tend to relate to new teachers who are not yet used to the program, and to teachers whose subject-content knowledge is not up to the level of the material being studied.

Because the program is of such general worth, it seems appropriate to suggest expansion and to point out how SC/US might make minor improvements that would increase even more its ability to meet its objectives. The main improvements (detailed in the recommendations' section) include, for access, the need to expand initial entry to HBGS (which has not kept pace with demand since 1998) while continuing vertical expansion to grade 6. For quality, it means focusing more on learning results by improving the exam system, and working on more self-instructional and enrichment materials for the upper primary grades. To do all this, means that the FO support system needs to be reorganized to spend less time on distribution and more time on establishing and supporting schools, and to rationalize their support on the basis of need--more time to weak teachers and less time to strong teachers. To guide its program SC/US also needs to refine its definitions of access, equity, and quality (see suggestions below). By doing so, many of the now uncertain directions for the program should become clearer.

Who are the girls attending HBGS?

At the time of the study (May/June 2000) the girls attending HBGS reported that they entered HBGS because they were too old to enter RV schools when they started their education, the RV school was too distant, or their parents refused to let them join formal schools where they would be taught by male teachers and might be "annoyed" by boys on their way to and from school.

Almost half the girls in HBGS are between the ages of 13 and 15, a third are between 10 and 12, and 16 percent are between 16 and 18. This skewing of the ages toward older girls occurs for two main reasons: because HBGS only admits girls above the age of formal school admission in areas where these schools exist and because few new HBGS have opened in the last two years and so most of the girls are in their third or fourth year. In the few new classes (Grade 1) that exist the age ranges of the girls tend to be even broader with 38 percent 10 to 12 years of age, 36 percent 13 to 16 and 20

percent 15 to 18. Many of the older new girls have attended NFE schools and are therefore considerably ahead of the younger children who are starting education for the first time. This range in age and ability makes these classes especially difficult to teach.

Lorelai

HBGS teacher Kochi is the third wife of a man who has had no children by any of his wives and finally has reconciled to the fact that he may be responsible. Kochi points out that having no children frees her to teach in the school. She also has a class in the afternoon, and consequently gets a double salary. Kochi is a confident experienced teacher. (FO Habiba says she has improved considerably from when she first started). The class is the Pashto reader and the topic is energy. Kochi is prepared with a match and paper to show the children energy when the paper burns. Also she gets them to rub their hands together to feel the heat produced from the friction. A child comes and vigorously rubs stones together and she again explains that the heat produced is a kind of energy. The class proceeds from this demonstration to a writing of the lesson on the blackboard. She reads what she has written and then each of them read it. They write the passage on their slates with thin chalk, and she checks each slate for mistakes. She dictates the passage to the children as one by one they come to the board to write a sentence. Meanwhile the seated children write on their slates. Their writing is very good, and she gives them lots of time for working independently.

Why do some younger girls choose HBG over RV schools?

Younger girls choose HBGS for some of the same reasons older girls do - distance and parental decision. However if an RV school is nearby the likelihood now is that more will join RV schools because few HBGS have openings for grade 1 enrollment. Past evidence, however, suggests little hope of these girls continuing beyond grade 3 in an RV school and for that reason alone the RV school may not be an optimum choice for girls. Even in Surkhab Camp where some girls in the past have continued to Grade Six in RV schools, there is pressure now from local Taliban to exclude girls after grade 3.

The fact that roughly a third of the students in RV schools are female denotes a change in attitude about girls' education since 1995 when only 10 percent of the places were occupied by girls. Anecdotal evidence suggests that overall there is less resistance to girls enrolling in RV and HBG Schools than there was a few years ago. The one main holdout is Muhammad Khail Camp where no HBGS are permitted. An RV school exists with 549 students, a little over a third of whom are girls. (Girls' enrollments in this school have been declining rapidly in grade one in the last three years and no girl is enrolled after grade 4.) The willingness of some parents to send their girls to the early grades of RV schools does not mean that all parents are willing to do so, nor that many will allow them to stay beyond grade 3. The restriction on places and ages in HBGS at lower grades probably increases attendance in RV schools even when parents would

prefer the option of HBGS education. However, while RV schools are rapidly increasing their capacity through double-shifting, the difficulty in finding qualified women candidates to teach girls' classes (many in RV schools are still taught by men) continues to limit the participation of girls, especially in higher grades.

What are girls' aspirations?

Girls say the benefits of schooling are that they learn to be clean and neat, learn the difference between right and wrong, gain knowledge of the world, and in the future will be able, for example, to read instructions so they do not give the wrong amounts of medicine to their children. They can also receive and send letters to family members and they believe education will make them better able to care for their homes and their children. When asked if they intend to use their education to work, a few say they would like to become doctors, and the vast majority say they would like to become teachers (as one girl said, teaching is a more realistic possibility than becoming a doctor).

What is the perceived purpose of education in HBG vs RV schools and how can we compare their quality?

Both HBG and RV school education (if available) are preferred by girls over NFE opportunities because they provide what is considered to be serious formal primary schooling. Formal schooling leads to a more lengthy possibility of education than, for example, NFE's 21-month program, and, although the girls do not say so directly, formal schooling seems to be more prestigious than simple literacy. Evidence suggests that male segments of the population hold education in high enough regard to spend considerable time educating their female relatives. About a third of the HBGS teachers are home schooled--meaning that a father, cousin, or brother has taken the time to teach them to read and write and do simple math. As HBGS teachers, some of these home-schooled women produce similar student results to those with lengthy formal education.

How does HBGS education vary from what is being offered in RV schools and what limits or enhances the quality of education in HBGS?

If the quality of the program can be judged by pass rates on existing exams, then all the schools are of excellent quality. In RV schools, for example, 92 percent of girls pass and 89 percent of boys pass, and girls in HBGS (with the exception of Chagai students who have not yet taken their exams) pass at rates of 96 percent. (These scores compare with only 220 of the 950 boys and girls in grades 4 and above who passed in 1996.) Overall scores of the HBGS girls are mainly in the 50 percentiles although they range from 27 in the low end to 85 in the high end. Scores in the 50s are not ideal if the object is mastery of subject material. However it is unlikely that the existing tests can be considered as a measure of mastery especially as the score required to pass is only 30%. (30% has been and continues to be a common pass mark in many schools for Afghans inside and outside Afghanistan.) In addition, the tests do not adequately assess what students can do (as opposed to remembering what they have been taught). The current measures are frustrating from a number of points of view: They neither test skill competencies nor provide information that will lead to improvements in school

quality in the two systems. While the objective should not be to hold children back unless it helps the child's learning, the exams should be able to provide more information about the strengths and weaknesses of learning in the overall program itself, and they do not. (See recommendations below).

Without better learning measures, it is difficult to determine the relative educational quality of RV as opposed to HBGS schools. By existing exam standards they are about the same. Both have the same curriculum and both study about the same number of hours in the day (most HBGS operate for 3 hours a day but some operate 4 hours: RV shifts are usually 4 hours), although HBGS have an 11 month school year and RV schools have a 10 month schedule (which certainly must impact on learning). The choice of one system over the other, in any case, seems not so much a question of quality as it is of whether the facility is accepted by parents as a place girls can attend. The girls believe they get as good an education in HBG as in RV schools, and one girl who entered HBGS from the RV school at grade 4 said the education was better in HBGS "because the teachers demonstrate the work more."

The environment observed in HBGS seems especially appropriate for girls' education: learning is cooperative, there is little social distance between the girls and their teachers, and they both seem to feel comfortable in the home-like protected all-female atmosphere of the schools. Often students and teachers appear to be helping each other, rather than in formal relation to one another. This has learning implications since the students are alert to the possibility of the teacher and other girls committing mistakes. This is probably not true in the RV schools with their more formal atmosphere and more "highly qualified" teachers.

Muslim Bagh

Najia is home educated by her father and seemed somewhat unsure of herself when writing on the blackboard. Habiba (FO) seemed surprised that she was not able to do better, and said that she had done well on the selection test. The problem Najia claimed was that she needed more practice in the GTZ guide which she did not seem to comprehend. Also in her anxiety she prompted each girl who came to the blackboard to perform so that in the end they were just looking at her to be told the answer. They had become so used to depending on her for the answer that most of the seated ones did not even bother to follow along in the books. She also spent a long time helping one girl at a time at the blackboard, and they stood so it was impossible for anyone to see what they were doing. This was the one class where girls were inattentive and squirmed in their seats with nothing to do. In the middle of this another woman came with a tray of dishes and made tea under the blackboard where one of the girls was struggling with a sentence. The girl backed away and narrowly missed turning over the pot. Habiba asked Najia if she didn't have word cards she could use, and indeed she did (with very beautiful pictures on one side and corresponding words on the other).

Do girls who drop out of RV schools attend HBGS?

The FOs say the number of RV school girl dropouts who enroll laterally in HBGS varies by camp (more in Muslim Bagh) but overall they are few in number. We saw a few examples in HBGS at grade 4. There are several reasons this does not happen often. First, FOs are not consistent on this policy - one says the girls should be admitted so girls can continue their education while another said the idea was discouraged because it would precipitate too many transfers. Second, the procedure for making the transfer has been somewhat cumbersome (but according to Education Project Manager is now being regularized for all those needing transfer documents). Third, there may be no HBGS with a grade 4 available in the vicinity of a girl's house - in at least one case a grade 3 dropout was observed in a grade 1 class because no other opportunity existed. Most grade 4 HBGS have sufficient places available to accommodate a small number (but probably not all) of these girls. Since studies have shown that functional literacy may not be consolidated before grades 4 or 5, it is important to ensure the transfer of girls who wish to continue.

Who are the teachers?

From Quetta office reports, HBGS teachers were on average 23 and a half years of age, with a range of from 14 to 40 years of age. The table shows their education background. (Data are based on records of 53 HBGS teachers, some of whom have recently repatriated.)

Number of teachers	Education background
20	Home education
1	3 rd Grade
5	4 th Grade
4	5 th Grade
2	6 th Grade
2	7 th Grade
3	8 th Grade
5	9 th Grade
1	10 th Grade
9	12 th Grade
1	14 th Grade

The availability of qualified females varies from camp to camp - Loralai has the most highly educated teachers with Saranan the next highest, Surkhab and Chagai are in the middle and Muslim Bagh is at the low end with mostly home-educated teachers. This wide range in qualifications under normal circumstances would be expected to have a differential impact on student learning, but there is no discernible consistent pattern of relationship between teacher qualification and the present class-averaged student exam scores. This may again be the fact that the exam does not discriminate well, or that the teachers are so well supported that it compensates for their educational limitations.

Teachers in RV schools overall are better qualified than those in HBGS because most come from the much larger pool of male candidates (one FO said there are maybe 50

candidates for every 1 male accepted) and because males have greater mobility they can be drawn from further away. If a female teacher is needed, the RV schools often have to bring someone from Quetta and house them somewhere in the village. Most will not accept these conditions or if married insist upon their husbands coming along which means they must also be given a salaried job. Building hostels near to schools in refugee villages may help to attract better-educated female teachers from Quetta. However, the experience in the rest of Balochistan with hostels has not been a positive one.

The difficulty in finding sufficiently well-educated females is also reported to be the main constraint on expansion of HBGS (although in most HBGS we visited, applicants appeared who wanted to establish schools, and the refusal was said to result from a limit on the number of HBGS that could be opened - a FO said 60 was the limit with 15 in each of the camps). In one case an older man wanted to start an HBGS and the students were willing to learn with him but his application was disapproved because it was thought it might cause problems if he taught the older HBGS girls in a home environment. (A male teacher is accepted in mixed schools because the girls are younger).

FOs say one of the major motivations of older girls joining HBGS is to become teachers, which suggests the importance of letting motivated girls continue until Grade 6 in HBGS. We were also told that sometimes in the resource-poor environment of the camps, men marry educated Kabuli women and bring them back with the intent of having them teach in HBGS for the income. One teacher we met may have been an example of this practice. Whatever the case, employed Afghan female role models in HBGS should not be underestimated in changing social values and the aspirations of female students. The HBGS teachers probably more than RV female teachers (who are often outsiders) may be significant in this process.

Teacher salaries are lower in HBG than RV schools but higher than salaries for NFE teachers. In 1997, when HBGS were separated from NFE centers, the same facilitators were used. An NFE facilitator was paid Rs 300 per month and HBGS teacher Rs 600 plus two tins of edible oil for each. The stipend for HBGS teachers was increased to Rs 1000 in 1998. Monthly stipends are now 1600 Rs for HBGS teachers who took part in collective training seminars (48), and 1300 Rs for those (4) who did not. In addition HBGS teachers receive 10 kg of edible oil (from WFP) worth 500 Rs that is distributed to them once every 2 months. (This incentive is also provided to students in HBGS although they receive only 5Kg per two months.)

HBGS stipends proposed for the year 2001 are Rs 2000 and Rs 2500 for teachers who participate in collective training workshops. The monthly stipend of RV teachers is 2500 Rs and 1500 Rs for teaching an extra shift.

Although the provision of edible oil adds to the remuneration HBGS teachers receive, this salary differential is still an equity issue for HBGS teachers who are as qualified as their counterparts in RV schools. HBGS salaries become even lower when its 11 month

school year is compared with the 10 months of the RV schools.

Who are the supervisor/trainers?

Five women FOs maintain the HBGS. All have high academic qualifications, mainly from their time studying in Kabul education institutions. All appear dedicated and hard working under conditions of long distance travelling and extreme climates that would deter many. They seem to have developed most of their capacities for supervising HBGS on the job and not from specialized training. All are studying English in their after-work hours. Their functions (see Annex Four for more detail) include identifying and training teachers, monitoring classroom instruction, distributing necessary items, reporting, establishing new schools, working with women's committees, preparing and administering exams, planning, and attending office meetings. Distribution takes up a large portion of the FOs time. Stipends (teacher salaries), oil, and school supplies are the main items distributed. Books and supplies are distributed at the beginning of the school year, and other supplies such as chalk, etc are given out as needed. Stipends must be distributed monthly and oil every two months.

Monitoring activities also take up a large proportion of their time. They are responsible for monitoring 52 HBGS and the 33 female teachers in RV girls' schools. The FOs say they would like to visit each HBGS two times a month but more often they go only once (probably when stipends are paid). They alternate visits so that all the FOs get to observe all HBGS. This ensures that each school gets the benefit of the strengths of the various FOs but it also means that it is difficult to follow up on individual problems. A better system, according to the FOs, might be for one FO to take responsibility for three or four months and then shift to another.

Lorelai

Karima copied a table from the textbook onto the blackboard. Four problems were written in a table: 100 50, 1000 + 50, 2000 950 and 1500 400. The girls had to tick which problem gave the answer (1050) written at the top of the table. Karima called two students to the blackboard to do the problem. They spent a while calculating in their heads and then ticked appropriately. Karima drew the other two examples on the board and called the same two girls to do the problems again but we intervened and asked that the girls try to work on their own. This was a revelation: hardly anyone could solve them. We checked they understood what they were being asked to do but it was the actual 'sums' that were causing the problems, especially the subtraction with borrowing. It was interesting that at least half of the girls were not simply making mistakes, they didn't seem to know how to start the subtraction problem. For a while we asked the girls who could do it to show the others but then Hamida (FO) worked with everyone on the blackboard to explain. It was interesting to watch Karima: she was very attentive to Hamida's explanation. We guessed that although she could subtract with borrowing, she did not know HOW to explain it to students.

How are HBGS organized and monitored?

An FO described the establishment of HBGS as having originally started with surveys to find literate women teachers and then interviewing and training them. The teacher was responsible for finding students--no more than 25 and no less than 10. Now it is more usual for parents to request a school or for a teacher to apply with her students already identified. The FOs then give her a test and if she passes the class should be able to start. In one recent case the teacher did not pass the test so she was given books to read so she can try to pass the test a second time. In other cases they mentioned FOs have not been able to find a teacher: FOs seek teachers through several avenues: they go to doctors who may have come across educated women, or they ask through existing RV or HBG schools, or through mullahs.

HBGS are identified by the name of the teacher in whose home the school has been established. Each teacher conducts one class which she follows from year to year until the school dissolves or is merged with another school when enrollment falls below 10 students. The new teacher is provided a blackboard, chalk and books and receives an orientation training with periodic refresher trainings. She learns how to keep an attendance register which is also important in determining who should receive the oil incentives. When the teacher herself is absent even for as long as a maternity leave (one teacher asked for 10 days in my presence), she arranges for one of the better students to take over so the school never needs to close. At the twice yearly exams, teachers are asked to submit potential questions and from these the final exam items are selected. Three sets of exams are developed and the FOs administer them in a way that makes it difficult for children to cheat. Teachers receive stipend increases based on their attendance at training seminars to encourage their mobility.

What is the quality of training and support for HBGS?

Training for HBGS teachers is in workshops held in the refugee villages and during classroom visits. Training workshops are described as being 'for GTZ [materials]' or more recently, as schools have moved into Grade 4, 'for UNO [materials]'. Teachers have been trained as they moved up through the grades. Examples of sessions in a recent training workshop over 5 days include model lessons, assigning homework, word problems, division, 'Introduction to Grade 4 GTZ Pashto and Math books' and the differences between formal and non-formal education.

Even though the expectation is that the minimally qualified teachers will be heavily supported through FO visits and training, it is unrealistic given the distances to the camp and the small number of FO staff for teachers to be given any but very minimal support. Fortunately the GTZ materials provide the daily support needed in the core subjects once teachers have become used to the guide and the materials. This takes considerable up front training, and the two new teachers observed (who have attended one training workshop) were clearly not competent yet in the use of the materials. More experienced teachers were able to use them fairly well and a number of teachers simply improvise. FOs train the teachers to compensate for the poor-quality UNO materials by making lesson plans which were not very successful (except in one class)

and teachers tend to revert to a rote style of learning with these materials. Some teachers also make plans for GTZ based lessons and they are encouraged to do so by some FOs. These plans are not needed because they are in the GTZ Teachers' Guide.

The areas where training appeared weakest (based on our observations, on discussions with FOs, and from looking at training plans) were in the areas of:

- explaining concepts (no teachers were observed doing this) which may be related to
- subject-content knowledge (where especially teachers in grades 3 and 4 were struggling with math concepts)
- an over emphasis upon teacher behaviors rather than student learning outcomes
- in some aspects of classroom management such as failing to give all students and opportunity to respond
- pacing learning to the needs of the students
- providing much more independent and original practice.

The emphasis on training in the use of instructional materials is a good one and should be encouraged further. SC/US should expect its main support for teachers to come from good materials and knowledge of how to use them rather than attempts to increase the theoretical aspects of training.

Monitoring also is unduly weighted toward teacher behaviors. This tends to result in subjective judgements by the FOs on what is weak, average, or good in teaching practice. (See Annex on sessions with FOs to determine how they monitor teachers.) While behaviors may show roughly how well teachers are performing in terms of learning, they are not entirely reliable and may cause a good teacher to change her teaching practices and produce poorer results. When the FOs compared teacher performance in terms of subjective judgements made about them with actual averaged class scores from existing exams, it was clear there was a wide range. "Good" teachers had average student scores between 50 and 85, "average" teachers ranged from scores of 39 to 72, and "weak" teachers ranged from scores of 35 to 56. Overall the judgements were somewhat supported by total averaged scores of 60 (good), 56 (average), and 49 (weak) but not enough to help individual teachers.

A more useful (and easier in terms of time and effort) support system could be mounted by relying on competency-based student exam scores in individual subject matters to identify teacher weaknesses and suggest where the emphasis in training should be focused (after training in instructional materials is mastered). When weaknesses are found in the students of specific teachers then FOs should monitor their behaviors to see how improvements might produce better learning. Teachers producing good results should be left to use whatever method they choose (See more below).

To set school pass rates at 30 percent, as the HBG and RV schools now do, is to set very low expectations for teachers and students, and for those who monitor their progress. In addition, some of the present test questions are not tests of skills but of memory. They are unfair and if necessary should be separated out into a section that is marked differently from skills. Exam items should be prepared by SC/US staff based

on the competency standards where they are available, and they should not be arbitrary choices of teachers. Justification for this approach is that SC/US should set the standards it will recognize through its certificates and diplomas. At the same time teachers should be given practice sheets of questions like those that will appear on the exams so they can prepare their students in the skills that will be tested.

Lorelai

Jamila's teaching was impressive. She was confident, knew the subject matter, varied the pace nicely, had the girls act out a prayer, gave lots of practice, reviewed and assigned homework, had a lesson plan to use with the UNO materials, made sure the absent girl would be notified of the work they had missed, handed out library books, etc--a very well organized and pleasant class. Her only slip was a mistake in math which a student corrected; she was better than the previous teacher at doing the math problems. In Pashto, she read a poem, went over the difficult meanings of words, asked girls to read to themselves and then out loud, put words into sentences to show their meaning, and then for homework assigned more words for the girls to put into sentences to show they understood their meanings. She finished by given them a long dictation with each girl coming to the board to write a sentence and the girls at their seats writing in their notebooks. Seated girls were asked to correct mistakes on the blackboard. During the class she gave a "cleanliness lesson" and asked if the girls had talked to their neighbors about vaccination. Before they went home, as they checked out library books, one girl stood up and described the story she had read in a library book. The previous visit by the FO had given Jamila an "average" ranking on her teaching ability (however records show that her class averaged at a high end "68" on exams.

V. Recommendations

A. General recommendations

1. Focus education activities and attention on the education needs of Afghanistan.

The longer-term goal of SC/US education activities should be preparation for the eventual education needs of Afghans for education inside Afghanistan. This means that education programs for refugees should not be seen as entities in themselves or even as "emergency" measures, but as means toward an effective education system in Afghanistan and successful repatriation. The programmatic implications for education are that ultimately Afghans will need experienced teachers and quality learning materials that can be used without costly support in the variety of circumstances that prevail inside Afghanistan. The RV and HBG schools, having many circumstances in common with those found in Afghanistan, should be seen as "hot house" testing opportunities for this ultimate return, or for replicating similar programs inside Afghanistan.

SC/US can do this by preparing teachers who are familiar with quality materials either through their experiences in the camps as teachers or as students. The circumstance of Afghans from all parts of Afghanistan living in proximity in the camps is an opportunity to facilitate the education of Afghan children in both the long and short term. If utilized carefully it could make possible a rapid and fairly easy dissemination of education programs inside the country in the future. SC/US should keep this goal in mind when considering or assessing the need for any program component. It means that attention should be given to cost-effectiveness, simplicity, quality, and streamlining with emphasis on what can be transported and used in a variety of situations and circumstances.

A mechanism should also be developed by agencies to provide instructional materials to those repatriating students and teachers who plan to set up schools.

2. Making clear definitions of SC program objectives.

SC/US needs to make clear its interpretations of access, quality, and equity as program objectives. Doing so will guide program design and implementation and make clearer what are appropriate actions to take in the present circumstances. Below is a discussion of how these terms have been generally interpreted in international fora, and how they may affect SC/US programs.

Why is access important?

As the World Bank and others have noted, the greatest social returns on development investment come from girls' education. This is true for all major social indicators. Benefits are known to accrue simply by having girls attend school, regardless of the

quality or content of education. This is not an argument for school education regardless of quality, however. Even greater improvements in social indicators might be achieved with better quality education.

The benefits of girls' education are also known to be greater if investment is spread thinly over wide geographical areas rather than concentrated in smaller areas. This applies when HBGS are spread widely over a number of camps as well as when similar institutions are spread across Afghanistan in the case of repatriation. Recent research shows however the importance of minimum levels of grade attainment in order for full benefits to accrue. For example fertility rises with completion of grades up to grade 3 and then begins to decline; a sustained functional literacy is usually not achieved before grade 4; grade 6 diplomas are required to move to secondary levels of education, where the latest World Bank findings suggest that the social indicator returns exceed even those at the primary level. Given these facts, and this is without even considering the personal benefit and value of education to girls, the issue becomes not one of how much education a girl should receive but how much it is possible to afford her. A nation's development level very much depends on girls' levels of educational attainment.

How should SC/US define access for girls in the context of its primary school program (RV and HBGS)?

A broad goal of access that might be appropriate in this context is the following.

Accessibility is achieved if every child who wants to do so is able to enter and continue in the schooling system, i.e. there are no obstacles, physical, psychological, cultural, parental, institutional or otherwise that would prevent him or her from doing so.

A goal is something to work toward even though it may not be completely achievable. In a controlled environment like that of the Afghan camps, it should be possible to educate all children who want an education--the present estimates of 30 to 50 percent receiving an education are not high enough given the world-wide drive for universal primary education. The rapid acceleration of demand that seems apparent from anecdotal information about HBGS, and from the number of applicants to RV schools this year makes it imperative to increase the opportunities available. The recent Dakkar Conference (May 2000) recommitted donors to making the necessary resources available for universal education, and especially for girls' education. With this renewed world interest and expansion of resources, SC/US may be able to take on a leadership role in attaining much higher levels of Afghan education participation.

As an organization SC/US has limits on its resources and capacities and therefore it is important for it to set priorities and perhaps seek partners to expand access to grades or areas SC/US is unable to serve. Because of its greater development impact now and in the future, SC/US might want to set girls' education as a priority over boys' education. If it did so the focus of its activities might turn to expanding the number of new and extended opportunities available to girls, and providing them in a way that removes

existing obstacles to girls' education in RV or HBG Schools.

An important question related to access is the relative cost of educating girls in RV and HBG Schools with all the material and support services SC/US provides. If the RV schools turn out to be more cost-effective, SC/US might want to make these schools more attractive to girls and their parents by converting sections of them to single-sex girls' schools and continuing the policy of only admitting older children to HBGS in order to encourage early entry into RV schools. If HBGS prove more cost-effective and show better or equal learning results, then the focus should turn to making more HBGS available, and admitting younger students. The evaluation in fall 2000 that assesses learning results using the new Basic Competencies' standards may provide a better measure of which type of learning environment should be given priority. Learning however will not be the only reason for choosing one type of schooling over the other. Many girls are simply not allowed to attend the more public RV schools and their numbers may vary depending on the conservatism of the different camps and neighborhoods. Converting RV schools to girls-only schools may also not prove viable in some camps since it would make girls' schools more visible and therefore a more obvious target than private homes if conservatism is growing.

While SC/US needs to define and promote its resource priorities (using resources effectively also contributes to girls' education by making more opportunities available), it must also recognize where it needs to accommodate to local conditions. The more inroads are made into conservative areas, even if this requires more resources, the greater the likelihood of significant impact on social development.

Why is equity important?

Equity in the case of girls' education is usually defined in terms of making available to girls the same opportunities available to boys. The state of boys' education is taken as the measure of what is optimally possible in a given set of circumstances. However, the circumstances of girls' and boys' education among Afghans makes the direct equivalence of means ineffective--to provide equal opportunities for girls requires special and possibly more costly conditions. One better way to define equity in this case is as follows:

Equity in terms of girls' education aims at attaining (at least) an equivalence of results with boys, i.e. equivalent learning results and equivalent enrollment levels (recognizing that different instrumental means may be needed to obtain the same results).

SC/US may want to review its program also for other inequities that might send messages about the lesser importance of girls' education and even female employment. For example, salary scales for RV school teachers and HBGS teachers (all of whom are women) are not equal even when the teachers in HBGS work more months during the year and have equal qualifications. If salary is based on qualification and/or hours worked and is applied equally across the board to all teachers, then it is equitable. The returns in fact are greater for girls' education and therefore it makes little sense to invest

less in their programs if more is required.

What is a good working definition of quality?

Education quality has been defined in a variety of ways, and it is partly because of this lack of agreement that quality has been difficult to achieve. The Afghan situation is not conducive to a highly elaborated form of quality, nor will it be when Afghans are repatriated to Afghanistan. It will be much more practical to adopt a focused definition of quality that can be achieved within the limits of the resources that are likely to be available. The Basic Competencies of Learning (BC) that SC/US and UNICEF have developed make this focus possible. Thus a definition of quality might be as follows.

A quality program is one where high percentages of children have mastered the Basic Competencies set for their grade levels, and where they have demonstrated comprehension of the subject content deemed important by Afghan educators to their personal and national development.

This definition of quality implies that the program will concentrate on reading, writing, comprehension and mathematical skills and will provide a relevant content that includes history, Afghan culture, science, social studies and/or other content that Afghan educators feel should be included in the instructional materials.

The rest of this section addresses issues of access, equity and quality with specific recommendations.

B. Specific recommendations

1. Providing more accessible opportunities.

The problem

Several factors may be limiting the access of girls to HBGS.

- Only 3 new HBGS have opened in the present school year (2000).
- HBGS programs situated near RV schools only admit girls above the age of school entry.
- Few grade 3 RV girl dropouts appear to have been admitted into existing HBGS, although extending the education of girls is a necessity if more female teachers are to be trained.
- There may be difficulties in finding qualified female teachers in some areas near girls' homes. Still, a number of applications identifying teachers and students have been received. FOs estimate that demand is high enough to open 15 to 20 new HBGS a year. To do so requires removing the informal limits on the number of HBGS that can be opened in each camp.
- Funding for the HBGS program is limited.
- It is difficult to recruit new supervisory staff from an ever diminishing pool of qualified Afghan females living in Quetta.

Overall the present program requires increased flexibility to respond further to the special needs of different groups of girls.

Recommendations

The HBGS program meets an important need by providing learning opportunities to girls who are otherwise unable to take advantage of formal schools. Therefore:

- Establish new HBGS starting at grade one where reasonably qualified teachers can be found and appropriate age students are identified; some camps may have greater need for these schools than others and therefore dividing opportunities equally between camps should not be a policy priority. Start as soon as possible.
- Keep present age limits on entry into HBGS (older ages where RVs are nearby, and younger ages where they are not) to encourage more girls to enter the lower grades of RV mixed and girls' schools where presumably more girls can be accommodated than in HBGS. If cost analyses and learning results show HBGS programs to be equal to or more cost-effective than RV schools, then HBGS should be considered the priority opportunity for most girls because of its protected and learning-congenial environment.
- Where HBGS of the right level are available, actively recruit girl dropouts of RV schools to fill vacant places in the HBGS; this costs very little extra and will increase the pool of qualified teachers in the future. Alternatively, where

enough girl students of this level exist and qualified teachers can be found, establish HBGS especially for these advanced students.

- Continue to hire minimally qualified teachers as needed (since at least by present measures they do as good a job as "qualified teachers") but base their acceptance on a skills based test, and provide them subject-content training where they are weak (see below).
- When present demand is met take a more proactive role in mobilizing community support for girls' education and recruiting girls to the SC program; for now however it is important to provide opportunities for all those who want to learn.

Supporting activities

- Seek more funding support and/or partnerships to expand opportunities for Afghan refugee children; start with donors who have committed such support at the Dakkar conference in May 2000.
- Prepare student cost analyses of RV and HBG Schools to see if one or the other is more cost-effective in terms of providing opportunities.
- Administer Basic Competency tests in RV and HBG Schools and analyze their results to determine which learning opportunities are best for girls.
- Appoint a head for HBGS from among the present FOs (the accumulated knowledge of the history and location of schools is invaluable) and help this person develop more efficient reporting/accounting/monitoring procedures. Reorganize FO activities to free more time for establishing and supporting new centers and problem solving older centers. Specifically FOs need to divide tasks more efficiently, especially with regard to the time consuming tasks of distribution of oil, stipends and supplies. Provide FOs on-the-job training for the changes suggested here.

2. Providing more equitable opportunities

The problem

Boys' education opportunities are expanding faster than girls' opportunities. The special circumstances of girls often prevent them from taking advantage of the opportunities that exist (in RV mixed schools). Girls are not continuing schooling past grade 3 at the same rates as boys in RV schools and by grade 5 there are hardly any girls remaining in RV schools. Those girls who enter HBGS at older ages (as a matter of policy or because no HBGS was available) are likely to have fewer years of learning. RV school teachers having the same level of qualification as HBGS teachers are paid more, despite the fact that they work fewer months in a year (although often a longer day). This demeans the work of the HBGS teachers and possibly contributes to the suspicion

that the quality of learning is not as high in HBGS. It may also be the case that girls in HBGS are not achieving at the same levels as boys in certain subject matters (this cannot be known until better learning measures have been applied) although at the present time their overall pass rates are higher. The HBGS program must become sufficiently flexible and innovative to adjust to new needs such as how to provide the special conditions girls need to take advantage of education opportunities, how to accelerate their progress through the present program, how to prolong their education, or how to provide education to those who must study at home.

Recommendations

If equity is seen as an equivalence of results, then it is necessary to address learning and participation levels, and teacher compensation:

- As above, expand HBGS places for girls.
- Give priority to girl applicants for entry into RV schools and expand their classes as necessary with male teachers if no females are available.
- Consider hiring "less academically-qualified" local women for jobs in the higher primary RV schools (18 percent of HBGS teachers have 12th grade education). If they are not willing to teach in these schools because of the conditions that exist try to determine what conditions would satisfy them (a separate girls' section, a separate entrance, etc).
- Alternatively or additionally, establish HBGS specifically to accommodate girls who drop out of grades 3 or 4 of the RV primary school or any others at this level who want to continue their schooling.
- Allow older girls entering HBGS to move in an accelerated way through the textbooks so they complete primary in a shorter time. (or use GTZ accelerated program materials or Basic Competencies materials); this will compensate for their later start.
- Continue to extend the grades in HBGS to grade 6 (see below for recommendations on maintaining program quality) and find a partner (if SC cannot provide this service) who has experience and can offer after-grade-6 education using materials that are self-evident and with potential for self-instruction in environments where teachers may be absent or not well-qualified.
- Set an equitable policy on salaries that takes into consideration qualifications, time worked, and/or other criteria so it is clear that neither the gender of the teacher nor the kind of school he or she works in is a criterion for salary scale.

Supporting activities

- Review existing instructional materials for their capacity to support self-instruction---at higher primary grades girls and teachers need more self-evident materials where both can learn together.

3. Providing better quality programs

Problems

Present tests to select teachers and to assess the learning results of students set very low expectations for both, and possess major deficiencies as instruments for improving program quality. While GTZ materials have been successful at supporting good learning results, they are difficult for new teachers to use without considerable training. The UNO materials used from grades 4 onward to teach additional subjects are weak and usually force teachers to rely on rote learning methods--children do not appear to be learning much from them. Children still depend to a large degree on teacher direction (a fact that probably affects their exam scores). The weakest parts of the program are that teachers often forget to explain concepts, or require students to do independent problem-solving (math); teachers tend not to give students opportunities for independent practice, or ask them for creative applications of learning (essays, composition, etc). Supervision and training focus on teacher behaviors rather than learning results. Given the distances involved, FO support for teachers cannot realistically be expected to be more than minimal.

Recommendations: Implementers should assume that program quality and teacher support will be provided mainly through quality learning materials, periodic testing (BC), and focused training.

- Begin introducing annual and half-year exams based on BC (prepare teachers by circulating practice tests and explaining that students will have no difficulties with the test if they can complete the practice questions on their own)
- The quality of the present program has been built around supportive learning materials; continue to use GTZ materials in classes where teachers have been trained to use them.
- In preparation for repatriation, trial test BC Supplementary Learning Materials in new HBGS centers to ensure they produce the results anticipated with minimal levels of training and support; if they are successful introduce them in all new classes.
- Introduce SRA-like materials (see below) to replace UNO materials in all subjects but religion. The materials provide for self-study, are graded by level of reading ability, and enrich and expand the knowledge of children. By grades 3 and 4 children read well enough to use these materials, and thus gaps in their program can be filled with these reading passages on simple. science topics such

- as the acoustical advantages of rabbit's long ears, how airplanes fly, weather patterns, analytical math problems and practice, and with life skills materials on health, nutrition, and first aid topics that reinforce the messages of SC's health program.
- Provide subject content training to all teachers. Use as training materials the Basic Competencies appropriate to the level of their classes, and give them copies to take with them as reference materials. Start as soon as possible with math.
- Rationalize FO support visits to focus mainly on new inexperienced teachers and experienced teachers whose students are showing weak learning results; teachers with good student results should be allowed to continue according to their own methods.
- Continue to hire female teachers with minimum education qualifications as needed; present tests of learning suggest they can do an adequate job of teaching in HBGS with good materials and training.
- Provide for the possibility of more self-instruction from grade 4 on, where teachers are not as knowledgeable in the subject matter, where girls may have to study at home or form study groups with minimal help from a qualified teacher, or where students and teachers can learn together.
- Emphasize in teacher training the importance of explaining concepts to students more clearly so they understand what they are learning and of students mastering skills through independent practice, i.e. by completing exercises alone, writing original compositions, reading new passages, applying their new knowledge and solving math problems by themselves. Doing so will prepare them to take exams more confidently.

Supporting activities

- Develop tests based on the Basic Competencies for a) teacher hiring, b) student assessment, c) student practice in preparation for exams, and d) supervisor monitoring (to model and assess what children should be learning). Using information obtained from these tests, remediate any weaknesses found.
- Develop subject content training programs for teachers based on the Basic Competencies starting with math.
- Develop or reproduce and supplement boxes of SRA-like reading passages with comprehension questions; use them to supplant UNO materials in geography, science, etc. The reading passages are produced on sheets of cardboard with colorful pictures, and comprehension questions at the bottom of the page. Students read the passages, answer the questions and report the content to the rest of the class. This provides a structured format in which

student can do more independent learning. The boxes containing the materials can be rotated to classes out of resource centers, or each class could be given one with its instructional guide. (Prototypes exist in Pashto in the NWFP Directorate of Primary Education)

- FOs and teachers need to understand the purposes of and be trained in how to exercise the flexible options outlined in the three sections above.
- Continue development of BC supplementary materials for Pashto and Dari to grade six with content that enriches children's learning.

Finally, for the future, consider English language training through Interactive Radio Instruction from grade 3 to 6 (Pakistan Broadcasting has prototypes for these grades) and computer training for the upper primary grades in resource centers. Without these two skills Afghan children will remain even farther behind in the future as education opportunities start to go online in the next few years through free satellite transmissions.

Annex One

TOR Issues Discussion

Specific questions posed in the TOR

- 1. This year girls are entering grade four for the first time and many want to continue their education. Are HBGS teachers with limitations on their own education able to teach in the upper primary grades?**

For equity reasons, to sustain benefits and to prepare new teachers, it is important to extend the HBGS grades to the upper primary. So far few girls have stayed in RV schools after grade 3 or 4 so those schools do not provide an alternative at this time.

Girls have usually acquired functional literacy by grade 4 in HBGS classes. They are somewhat weaker in math concepts when their teachers have difficulty with them. Teachers at this level need to upgrade their subject-content knowledge. Also teacher training needs to incorporate the idea of independent learning and competency-based exams so the girls and their teachers know what it is they are expected to learn and how they should learn it.

Grade 4 girls read well enough to use self-instruction materials if such materials were available, and if the girls were taught to be more independent learners. There is a major need for more self-evident self-instructional materials at the higher primary grades. Such materials would make it possible for students to continue to learn in the variety of circumstances that face the program: with under-qualified teachers, with girls that leave after grade 3 of RV schools and have no HBGS to go to, with mixed ability classrooms, etc. They would also encourage more self-study and independent learning of both teacher and student. Existing materials, including BC materials, need to be reviewed with this objective in mind, and adapted if necessary to this purpose.

With the existing teachers and SC's resources it would probably not be wise to extend HBGS classes beyond Grade 6, unless girls can be consolidated in a class with a more qualified teacher. SC should be thinking about how through partner PVOs, NGOs or other means girls might be able to continue their education beyond the primary level, through study groups, correspondence courses, or self-study. Other countries with similar conditions for education may provide examples of how such opportunities have been provided.

Extension of grades should also not be carried out at the expense of expanding opportunities. For equity reasons and to expand benefits, it is also important to establish new schools starting with grade one. To add grades raises issues of quality and teacher capacity. To expand the number of schools raises issues of teacher scarcity and the capacity of the small staff of FOs to monitor and support the schools.

2. Are learning outcomes lower in HBG Schools than in RV schools, and is the quality of support, access to training and resources lower?

The girls and teachers perceive their education in HBGS to be at least as good as that in RV schools. Without competency-based exams however it is not possible to know whether learning is better or worse in HBGS, but I would guess that it is not worse. Girls might possibly do less well on exams because they are not taught to be confident learners---exams create a situation where they are "left on their own." As already noted, HBGS teachers tend to direct learning too much of the time, not giving girls the space to practice independently or apply their knowledge in new ways.

Until now FO support has been adequate to produce a good learning environment in most classes, as much perhaps because of teacher and student interest as from outside support. The need is not so much for more support as it is for a rationalized support: more needs-based training as identified in classroom observations and from student-tested weaknesses, and a distribution of visits that provides more support for new and weak teachers and less support for experienced teachers whose students are doing well. Training, as already noted, should emphasize independent learning and providing teachers with subject content training specific to the subjects and grades they teach.

Because of the circumstances of the schools, support should come mainly from materials that are self-evident and training that shows how to use them. FO staff are too distant to make more frequent visits than they do now---this is not a negative factor if the visits address weaknesses in a more systematic way.

3. Are HBGS increasing access and/or changing attitudes toward girls' education in the long term? Is it time to encourage girls before they reach the age of purdah to enroll in RV schools in grades 1-3, and keep HBGS for grades 4-6 only?

HBGS are a viable education opportunity for girls, and for many who attend they may be the only possibility for an education. RV schools are not a solution for many, and NFE is a less serious alternative that does not produce the same quality of learning. At present, RV schooling cannot be recommended as a completely viable alternative for girls (girls are being told to leave these classes after grade 3 in some locations) although where it is available it should be encouraged by keeping higher age requirements for HBGS. In addition HBGS classes should be specially organized for girls in grades 4-6 who have left RV schools or are otherwise qualified.

4. Would girls-only RV schools staffed by women teachers provide better access to quality education for girls than HBGS?

The conditions in HBGS classes are especially conducive to the learning of girls, and were it not for issues of providing more opportunities and aims of mainstreaming girls' education, it seems that HBGS would be the preferred option above RV schools for many girls and their parents. Girls-only RV schools are more visible and thus more

open to disruption, they do not attract all girls who want to be educated and so far they have not proved that they can keep girls into the higher grades. Although they should be encouraged where they can attract enough girls to be cost-effective, SC/US needs to be cognizant of the fact that it may have to provide alternatives if the schools are closed, girls leave before the end of primary, or other factors intervene. They may be more successful in some camps than others, and their success may be dependent upon whether the climate is becoming more or less conservative. Girls-only RV schools raise questions of where highly qualified female teachers will be found (now mostly male teachers teach girls in the early years). This may be a more difficult and costly problem to solve than finding the minimally qualified local women who teach in HBGS. The relative benefits of expanding the HBGS program vs opening girls-only RV schools remains an open question until more information becomes available.

Annex Two

People Visited/Interviewed

SC/US Staff Quetta

Nayyar Iqbal, Program Manager
Dr Aminullah Amin, Project Manager-Education
Halima Ahmed, Project Director, NFE
Julia Dicum, Deputy Program Manager
Elizabeth Lueginger, Volunteer English teacher and general support
Zarlasht Mirbacha, Islamabad training staff, Interpreter

Quetta HBGS Field Officers:

Bareshna Biskai
Riga Jamali
Habiba Sadat
Hamida Sadat
Razia Sarajzada

Naheed Wardag, Translator

Teachers and girls of the HBG Schools

SC/US Staff Islamabad
Helen Kirby, Education Adviser

Field Visits

Team 1

Helen Kirby
Naheed Wardag
One Field Officer

Team 2

Andrea Rugh
Zarlasht Mirbacha
One Field Officer

Schedule

- May 22, Arrive Islamabad
- Discussions on proposed study
- May 23, Fly to Quetta and meet with HBGS team and SC/US Quetta office staff
- May 24, New Saranan Camp
Team 1: Shima and Malina Schools, accompanied by Habiba
Team 2: Qabila School, accompanied by Brishna
- May 25, Surkhab Camp
Team 1: Gul Reeza School, accompanied by Razia and Riga
Team 2: Jamila School, accompanied by Hamida
- May 26, New Saranan Camp, Per Alizai section
Team 2: Faozia School, accompanied by Brishna
- May 29, Loralai Camp
Team 1: Shagula, accompanied by Hamida
Team 2: Kochi and Bibi Qurash, accompanied by Habiba
- May 30, Loralai Camp
Team 1: Fariba, accompanied by Hamida
Team 2: Zarghona and Hakima, accompanied by Habiba
- May 31, Loralai Camp
Team 1: Karima, accompanied by Hamida
Team 2: Shafiga, accompanied by Habiba
- June 1, Muslim Bagh Camp
Team 1: Zulgaida, accompanied by Hamida
Team 2: Najia, accompanied by Habiba
- June 2, Meetings
Nayyar Iqbal, Program Director Quetta Office
Aminullah Amin, Project Officer for Education
Halima Ahmad, Project Officer for NFE
- June 3, Return to Islamabad
- June 4-11 Report writing
- June 9, Briefing to SC/US

Annex Three

Interviews and Observations

I have synthesized the interviews, observations, and comments here to avoid direct attribution to individuals and to avoid repetition. The focus is on HBGS (the only ones observed) but occasionally there are details as reported about RV or NFE schools for contrast. Some observations have been lifted from here into the main text.

The topics covered here include:

HBG, NFE, and RV schools
Factors affecting choices
Public resistance to girls' education
Differences between camps
Other opportunities to learn
Characteristics of HBGS
Physical features
Class size
Students
Costs of schooling
Incentives
Attendance and absence

Failure
Dropout
Lateral entry
Purpose of education
Teachers
Course
Learning environment
Judging quality
Exams
Women's committees
Prolonging girls' education
Predicting trends

HBG, NFE, RV schools. NFE is a basic literacy course with an emphasis on topics of interest to married women. NFE has a short 21 month course duration consisting of 3 parts of 5, 7, and 9 months respectively based on the time it takes to complete the 3 literacy books. A number of the adolescent girls have attended NFE where other options have not been available and have transferred into an HBGS when one has opened nearby. These girls have a headstart on girls starting their education for the first time.

HBG and RV schools are considered formal primary programs, one in a home-based environment and the other in a regular school setting. Being newer, HBGS are offering grade 4 for the first time this year while some RV schools continue into the secondary level. HBGS are for girls only, are located in the teachers' homes, are informal and have small classes. The curriculum is essentially the same as in RV schools, and both have the same subjects, use the same books and take the same exams. RV schools tend to be more formal in terms of facilities and atmosphere. The majority of teachers are males and they are more harsh and more formalistic and traditional in their teaching. The HBG Schools by contrast use a teacher-directed and controlled process, yet with a fairly relaxed atmosphere. The teacher is sometimes about the same age as the students, and students do not hesitate to correct her mistakes and help her when she is having difficulty with a math problem. In certain respects this makes the HBG Schools a

"more child-centered" type of learning. When asked about the relative differences in quality between these schools, the answer from HBGS students was that it depended upon the teacher in HBG and RV schools, but that in general one was not better than the other.

Factors affecting choice of HBGS. Distance is clearly one of the major factors affecting the choice of HBGS instead of other options. Girls mostly said that they live only a few minutes from the school but in one Loralei school about a third of one class said they walked for nearly a half hour to get to school (they all came in a group). A number of girls come to school with a friend or a sibling who either is a member of the class or in the case of one young boy waits patiently for his sister until it is time to go home. An older boy carried his sister's books, dumped them inside the door of the class and went off until school was over. I did not see parents walking children to school. Girls have an enthusiasm for studies that makes one think they have a strong influence on their parents' decisions to send and let them continue in school.

Students and others say invariably that their parents will not allow them to go to any but HBGS because other schools are too distant, males are present or bother them on the way to and from school. One girl said the reason some of her neighbors did not attend school was because they were single girls in the household and had no one to walk with them. In (more liberal) Saranan, HBGS girls said their younger sisters went to RV schools because there were no places open in HBGS. Their older sisters had not been allowed to go to these schools, suggesting a growing acceptance of girls' education.

Public resistance to schools. Public resistance (in addition to conservatism about females) in some areas comes from previous experience with schools being used as means of communist indoctrination during the Soviet period. The FOs are careful to show that the books do not have anything objectionable, that they include religion, and are taught by local teachers who are known and trusted by residents.

Differences in camps. It is difficult to generalize across the camps. Geographically they are separated by enough distance so that they can be described almost as different cultural entities with a few common themes. They are certainly influenced by the historic experiences of the tribal groups that inhabit them, and when there are several tribal groups that differ in experience, there are often disputes that arise. The differences described by FOs include: Surkhab tends to be less conservative and is now fairly small because many residents have repatriated. Teachers are easier to find because of a strong interest in education--it was the only example where girls were reported to have gone to classes 1-6 in the RV mixed school. There are 10 HBGS there. Muhammad Khail is a very conservative area and refuses to have any HBGS although the FOs have tried to establish them there. Muslim Bagh is also conservative and has a number of tribes that sometimes make it difficult to decide on teachers and where to locate schools. They have 6 HBGS (which when added to Loralei's 10 mean that capacity has been reached according to the quota system used by the FOs. Chagai and Saranan are the most open to the idea of girls' education. The difficulty in Chagai is the

long distances between settlements and finding teachers--there are 14 HBGS. In Saranan it is easier to find teachers and there are 12 centers. One estimate suggests that about 30 percent of girls are studying in HBGS and 70 percent are still outside of school.

Other opportunities to learn. Girls in a number of cases have (had) other opportunities to learn. Their male family members (fathers, brothers, cousins) have taught them systematically to the point where the largest number of HBGS teachers have had this kind of education. One (Surkhab) girl went to mixed school until grade 6 and then her father who was a teacher taught her at home up to grade 8. In Saranan, a teacher had been taught by a male cousin until she went to NFE school. She says she continues to teach herself at home. In Pir Alizai, girls from the HBGS come to their teacher's home in the afternoon to learn the Koran and embroidery taught by other female members of the household. They also receive help with their homework. In other sites children reported having studied the Koran in madrasah schools in the afternoon after they finish HBGS.

Characteristics of HBGS: Overall the atmosphere in HBGS with their small classes and homelike environments is much more pleasant than any formal school could possibly be. Children sit on the ground on tarpaulins and though this must not be a particularly soft sitting place, they do not seem to mind. Places close to the wall seem coveted to lean against. Although one teacher (from Kabul) requested a chair and said her back ached from standing all day, she was the only one who mentioned this problem (her father-in-law made a chair for her). The question of whether or not chairs and tables should be provided came up in an FO meeting, and perhaps these items might lend more status to the teachers' position, but it is also likely they would obscure the view of girls sitting on the ground, and take up space in the small classrooms. Teachers seem comfortable sitting on the floor with students. A small but possibly helpful item would be a small container for chalk and a shelf to arrange teacher guides and other materials for use during the class (although those who have them use the tin trunk library for this purpose). The chalk is often thrown on the ground after use by students or returned to the teacher to put high up on the top of the blackboard where it easily falls to the ground and breaks. The stones used in math also litter the floor and are stepped on by the teachers and girls as they walk around the classroom. All these are aspects of classroom management that might be pointed out in training. Overall however the simplicity of the classroom environment is a plus for learning.

Physical features. The interiors of schools vary. All however are simple rectangular rooms, varying in size and spaciousness, with mud-washed walls, beamed and matted roofs with small holes to accommodate a stove pipe in winter. Windows tend to be small (more like air holes) and doors wide. All had some form of covering (sack cloth, or netting to keep out the flies. Although there was no sign of water in some classrooms, some had jugs in the window sill, and there were always water containers in nearby courtyards. There were also undoubtedly latrines or places to use as latrines since these classes are held in people's homes.

The walls of the classrooms are bare of any but the most modest instructional aids. I saw a poem, a Koranic verse, one map of Afghanistan, a calendar, a clock, a Pashto alphabet and numbers silkscreened on cloth--all on an ad hoc basis organized by the teacher. In every class there was a daily schedule of subjects (in one class the schedule was Pashto, Math, 10 minute break, geography, and religion) and some health drawings by girls (from a recent training by Dr. Aaliya). The absence of any map in the geography class of one teacher made the class a sterile exercise. A number of agencies have produced instructional aids that might be useful for these classes, and the small number of schools should not make this a major expense (the aids should be coordinated with class needs--alphabet friezes for grade 1, maps for grade 4, etc) and they might be rotated as they are no longer appropriate--possibly given on loan from resource centers. In every Grade 4 class and most grade 3 classes there were tin trunk libraries and they were actually being used as their registers showed. The most popular books were the colorful BBC books that though below the reading levels of many of the girls were nonetheless enjoyed by them--also it gave them the kind of independent practice they were in need of.

Class size. On average the classes have roughly 19 students each. The majority of classes start with about 25 students and are not opened or continued if there are fewer than 10 students. The teacher often finds the students for the class herself but in some cases the parents may request of the FO that a teacher be found. HBGS classes tend to lose a few students over time as girls marry, are repatriated, or are taken out of school by parents. Sometimes small classes are consolidated under one teacher.

Students. For the most part the girls are above the age of 10 and usually not more than 18, although I saw one girl of age 9 in Grade 4 and one woman of perhaps 30 who said she was unmarried and therefore wanted to study. Age is important because young girls from age 6 theoretically could go to mixed or girls' RV schools and stay there until grade 3 or around age 9. According to FOs if an RV mixed school is nearby HBGS accepts only girls from age 10 and up, and if no such school exists they admit 6 year olds. The age restrictions are meant to encourage girls' enrollments in RV schools. However, waiting until they are too old for entry into RV schools means that girls have fewer years of learning before they marry or leave school for other reasons. This produces a dilemma in terms of equity since girls who enter late are not as likely to stay in school long enough to consolidate their academic skills. FOs believe it is important to maintain these age restrictions for the reasons noted but also because it is more difficult for the less-qualified teachers to deal with younger students, or if no age restrictions are imposed with the variety in ages and abilities that would occur.

According to Quetta records, in the four grades of HBGS about half the girls are in the age range 13 to 15 years. About a third are in the 10-12 range and a further 16 percent are the 15-18 range. There are small percentages in the older and younger age ranges. As the emphasis in the program has turned more to extending to higher grades this has skewed ages toward an older group of girls. Interestingly in the few grade one classes that exist the ages now comprise a wide range from some fairly young girls to some in the 15 and older group. This has obvious effects on classroom teaching since some of

the older girls have attended NFE and even RV schools, while the younger girls are being exposed to education for the first time.

Married students are allowed to continue in class, but would probably not be allowed to bring small children to school as in the NFE centers. Two recently married girls of 10 and 13 were seen still attending classes. FOs say some girls have left school for awhile usually because they travelled to another area with their parents and then were allowed to return to class if FOs felt they could catch up with the work. Girls coming into the camps can also be admitted laterally if after taking a test they show themselves at the right level for the nearby HBGS.

Costs of schooling. HBGS cost nothing to girls and their families in direct costs. Books, supplies and all needed materials are provided free. Most girls however seem well-dressed and therefore it is likely that parents take special care in seeing they have proper clothes to wear. Some have writing materials that are different from those given out by the project. Similarly their school books are covered by heavy or plastic paper that differs from one girl to another and is probably provided by parents. Each girl has a piece of cloth or a cloth bag probably sewn by a parent in which to store or carry her books. The girls do not wear uniforms except in Chagai and that seems to be a choice of the parents. There are clearly opportunity costs to schooling; one girl went home for break and didn't come back for an hour "because there was work she had to do at home" and another girl was reported to have left school because her mother needed her to help at home--the mother remained adamant despite the pleas of the FO that she return.

Incentives. All the girls who attend regularly or are absent for excused reasons such as illness receive edible oil, except for grade one girls. Teachers also receive oil. The oil is distributed every two months. Before this year they received 10 kg worth of oil at a cost of 400 Rs but now they receive 5 kg of oil worth 250 Rs. The oil incentive is expected to phase out at the end of this year. Generally it is believed that this incentive is no longer a determining factor in girls going to school, but because of the general poverty of people in the camps it may be a significant contribution to household resources. One report estimated that when the oil was worth 400 Rs it was equal to the wages a boy might earn in a month at manual labor.

Attendance and absences. Attendance records show that most students attend regularly. If students are absent it is usually because they are sick. Teachers may go or send another student to their houses to find out what is wrong. Most of the time parents send a message about the reason. The oil incentive is based on good attendance so careful records must be kept by the teacher and monitored by the FO. The main reasons reported for prolonged absence are malaria and typhoid.

Failure. Most HBGS girls achieve the very low pass rates set for HBG and RV schools. Failure presents a dilemma for HBGS. There is basically no way a girl can repeat a year, since her teacher continues on teaching the girls who pass to the next grade. Girls can retake the exam but if they fail again it is likely that they will continue with the class anyway.

Dropout. Girls appear to dropout mainly because they marry, they repatriate, or their teacher changes to a more distant place. Occasionally a parent decides they are too old and keeps them home. If a girl for example travels to a different place and must leave school for a time, she may be allowed to come back and try to catch up. Girls do not seem to drop out of school without good reason. Even the two young married girls returned to class. Education seems more of a diversion than a burden for these girls.

Lateral entry. Girls who want to enter HBGS at a level higher than grade one are tested and if possible given a place in an appropriate level HBGS. There is some confusion among FOs whether girls who leave RV schools at grade 4 are accepted into HBGS. One seemed to discourage the idea while another said girls could do so if they took with them a letter from their RV school saying they were capable of doing the work of the HBGS. Dr. Amin said they were formalizing document formats to ease the transfer of students to schools inside Afghanistan or to other refugee schools.

Purpose of education. Girls say that education is beneficial to them because they can be better mothers, know about things, write and receive letters from those family members who are away, and read the Koran. Girls say, We go to school so we won't be like our illiterate mothers just "sitting at home." Some say they want to become teachers and one FO noted that older girls were especially motivated to attend the classes by the possibility of becoming teachers. One student said, "Of course we would be capable of being teachers" when asked specifically if teaching was a possibility. A few said they hoped to become doctors. Education may also be an advantage in marriage because of its income producing potential although girls were shy about mentioning this fact. Indeed schooling seems to offer girls the most respectable opportunity to earn income outside of craft production, and it is clear that there is status associated with women capable of professional jobs. Female teachers and health workers have been important role models for girls in the camps. And the attitudes toward women taking such jobs may have changed more rapidly because of the poverty there and the difficulty men have in finding income-earning opportunities. Female teachers may be the only in-demand job in the camps that is difficult to fill.

Teachers. Even though the teacher stipends are small, they are an important resource and teachers' jobs appear to be coveted. Several comments confirm this: students saying they wanted to become teachers, a field officer saying that "everyone wants to join the schools so they can become teachers," and the reported instances of men bringing educated girls back from Kabul as brides in order that they can become teachers.

HBGS teachers were on average 23 and a half years of age, with a range of from 14 to 40 years of age. Of the data available on 49 teachers, one-third were "home-educated" (some member of their family taught them), 18 percent had 12th grade education, 10 percent had 4th grade education, 8 percent each had 5th and 9th grade educations, 6 percent had 8th grade education, 4 percent each had 6th, 7th and 10th grade education, and 2 percent each had 3rd and 14th grade education. The availability of qualified females seems to vary from camp to camp--Loralai has the most highly educated teachers with Saranan the next highest, Surkhab and Chagai are in the middle and

Muslim Bagh is at the low end with mostly home-educated teachers. This wide range in qualifications under normal circumstances would be expected to have a differential impact on student learning, but there is no discernible consistent pattern of relationship between teacher qualification and the present class-averaged student exam scores. This may be the fact that the exam does not discriminate well, or that the teachers are so well supported that it compensates for their educational limitations. As grades become higher teachers seem to find it more difficult to teach to some of the concepts regardless of how much education they have received. This may be because they have never fully understood the concepts themselves.

If a teacher is absent for illness, maternity or other reasons, the class (in her house) remains open and a student takes over the instruction. In every class there are one or two students who are especially good at their studies and appeared capable of taking over the class for a time. They are often around the same age as the teacher and therefore may occupy a similar relationship with the rest of the students.

Learning environment. The environment of the HBGS is simple, basic and inviting--- with a serious focus on learning. Different from the NFE schools there seems a deliberate effort to keep out distractions such as small children and animals. Children read, write and do basic mathematical functions well by third or fourth grade. There may be weaknesses in some classes in writing, division and problem solving. Social studies/geography (using UNO materials) is boring and is sometimes beyond the experience of children and teachers to comprehend. The books and the teachers offer few explanations, and neither relates the content, as in for example map-reading, to local experience. Students with poorer skills in writing and few opportunities for independent work are less likely to do well on exams even when they know the answers. Teachers may need to emphasize writing, independent reading, and practice more. In training, teachers might be asked to give a half hour of their daily schedule to independent work, and spend some time deciding in training what kinds of independent exercises might be helpful to reinforce book content, such as reading library books, writing original pieces or reports on a particular topic, or solving more complicated math problems. Third and fourth year students are usually good enough at reading to enrich their program with added content, and independent study may help move them toward self-instruction if that becomes available in higher grades. Overall both students and teachers show a seriousness of purpose in these classes that is impressive and does not appear contrived because of the presence of visitors. At the same time the atmosphere is relaxed, and rarely does the teacher have to correct a "discipline" problem. Altogether this seems a very positive atmosphere for girls' learning.

Course. The HBGS program (like the RV school program) consists of three subjects in grades 1-3: Math, Pashto and Religion, and eight in grades 4-6: Math, Pashto, Religion, Social Studies, Science, History, Geography, and Geometry. Drawing and Sport (games) are also subjects that are supposed to be taught at this level but it does not appear that they are. The books in grades 1-3 are all from the GTZ curriculum. In grades 4 and 5 the Math and Pashto books are by GTZ and all the rest are UNO books, and by grade 6 all the books are UNO. The UNO books are not adequate for these

subject matters--they are based on traditional learning methods and their information is out-dated and boring. Teachers have little choice but to revert to rote learning methods when they use these books. Theoretically their lesson plans are supposed to compensate for the deficiencies in UNO materials but they cannot. An emergency way to deal with this problem is to create a teachers' guide that compensates for and enriches the lessons in these books. A better way is to take this opportunity to develop self-evident self-instructional materials at these upper primary grades that solve several problems at once (see main report). The one caution is that some of these subjects are highly culture-sensitive, and therefore (as is true for all materials) a concern should be to ensure that they are developed by and meet the needs of Afghans.

Judging quality. FOs judge the quality of the program through observing the teachers teaching behaviors and filling out forms. The teachers are judged good, average and weak. They do not judge a class by students' learning outcomes, although after a long and heated discussion and much resistance to the idea they finally conceded that learning might be a good indicator of the teachers' performance. Their belief (as is common almost everywhere) is that by providing quality inputs such as good training, high teacher qualifications and good materials, good learning is inevitable.

Exams. Dr. Amin works with the Field Officers to make exams for the selection and qualifying of teachers according to the grade that will be taught. They test the teacher before Grades 1 and 2, (not grade 3) but then again at grades 4, 5, and 6. This is the first year they have had grade 4 in HBGS so the system could change. There are 40 questions with each given 2 marks. The questions include general knowledge, reading, writing, math, points of history and other aspects. When asked about fairly specific memory questions, the FO reporting this process said teachers needed to know about certain king's achievements and points of religion.

Regarding children's exams, a date for the exams is specified and 20 questions are solicited from each teacher. From these, items are selected, in the case of grade three, to make up 3 sets of equivalent exams with 5 Math, 5 Pashto and 5 Religion questions. When administered the FOs put children in 3 lines and give each line a separate set of questions to avoid cheating. This year for the first time they will make grade four exams to cover the 8 main subjects of Math, Pashto, Religion, Social Studies, Science, History, Geography, Geometry. Children are examined twice a year. If they fail they can study and take the exam again. If they fail again they sometimes sit with the class and continue.

Establishing women's committees. The FOs are attempting to establish women's committees in some camps to act as on-the-spot monitoring and support for teachers in HBGS. They would check attendance and find out why girls were absent, and would generally help with problems that arise between visits of FOs. There is some idea that they might also be able to take over some of the distribution functions of FOs.

FO functions. FO responsibilities are outlined in more detail in another annex. Since 1999 they have been rotating their visits to schools to make sure the schools have the

benefit of receiving support from all of them. Although this system has good points, according to the FOs, it might be improved if they could go for 3 or 4 months to the same school before rotating so there is better follow-up of problems.

The FOs are sometimes pressured by the Khans who want their daughters to be teachers, but the officers insist that the women must pass an exam and pass it before they can be selected as teachers. If they pass they can become HBGS teachers. If their skills are weaker they can be NFE teachers. It is difficult and may have later consequences if they do not accommodate the desires of the khans. The dispute in Saranan is a case in point (although it related to teachers in RV schools) where two factions wanted their own candidates to be appointed according to one report. The other lesson from this dispute is that while RV schools shut down during this dispute, HBGS continued to operate because of their locations in private homes and because their "invisibility" makes them less of a target.

Prolonging girls' education. This is the first year that a fourth grade has been added to some HBGS. The fourth year is an important cut-off year for several reasons: 1) girls attending RV schools must often leave the schools and if they want to continue must find places in HBGS, 2) instruction also becomes more difficult because it moves from three to 8 subjects. Some HBGS teachers have not themselves taken all these subjects at this level or if they have they may not be capable of teaching the more difficult concepts, and 3) there may be increasing pressure on girls to remain at home or to marry. It is therefore a time with important implications for SC programs.

Because HBGS are very much tied to location, if teachers and venues are changed, many of the girls may not be able to continue. In Pir Alizai we saw a school where this had happened and the attendance dropped from 24 to 15 students largely because the new teacher's home was at a greater distance from the girls' homes. This implies that it would be difficult to change the venue of the school at grade 4 from the home of a less qualified to a more qualified teacher even if it were possible to find one. It means also that girls leaving RV schools may not always find an HBG School close enough to meet their new needs.

If this is true then it only becomes feasible for the existing HBGS teachers to continue teaching at the higher grades. To do this teachers need more training. Given the responsibilities of the present FOs, the short time available for training, and the great distances between the main office and the camps, it is unrealistic to expect that the upgrading support can be solely or even significantly the responsibility of FOs. This leaves only one alternative---that the instructional materials be so self-evident and simple that both students and teachers can learn the subject matters from them with only minimal help.

Predicting trends. A teacher in Surkhab reported that the fairly liberal attitude in that camp toward girls attending mixed RV schools until the upper primary, has recently been frustrated by local Taliban visiting the RV school and sending "taller girls home while letting shorter ones stay." This suggests that even while girls' education may be

catching on in the camps, formal schooling may not be the answer to girls' schooling in the near future. If Taliban influence increases, HBGS are more sustainable than formal RV schools for girls because of their invisibility. FOs feel that creating more mixed or even girls' schools at this time may raise the visibility of girls' schools to a point that threatens the whole idea of girls' education. They note how difficult it is to create anything new in the camps, or even modest changes.

Annex Four

Sessions with Field Officers

During the consultancy five working sessions were held with the field officers to elicit ideas and develop insights about the working of the program. These sessions are summarized here.

SESSION 1

Discussion with field officers regarding various details of their work and asking for their input on possible program options (Wednesday, May 24)

Program options with their pros and cons

1. Eliminating grades 1 to 3 from HBGS, and sending all grades 1 to 3 girls to RV schools and keeping HBGS only for Grades 4-6.

(Assumption: that young girls can access formal schooling to grade 3 but need special conditions to continue their schooling to the end of primary)

Response: The FOs said that many girls cannot access formal schools because they are not near enough to their homes, or their fathers will not let them learn where males are present as students or teachers. It is also more difficult to find teachers who are qualified to teach upper grades in HBGS than it is to find teachers who can teach lower grades there.

2. Keeping HBGS from grades 1 to 6 but starting earlier at the age of 6

(Assumption: that some girls will need special conditions throughout the primary years so they might as well start at an earlier age. Starting at a later age does not give them the same opportunity to acquire a primary diploma because they will have fewer years of schooling)

Response: The FOs felt that by starting at age 6 it would mean girls would be less likely to enroll in RV schools, and therefore the HBGS program would have to expand to educate the same number of girls. Also the age range of younger and older children starting in the HBGS classes would make them more difficult for the minimally qualified teachers to teach.

3. Keeping present age requirements for HBGS but accelerating the academic program to cover 3 grades in two years or 6 grades in 4 years

(Assumption: Older girls can learn faster, may have fewer years for schooling, and that a 6th grade diploma is an equity requirement)

Response: The FOs were tentative on this option because they had not had experience with a program like this.

4. Start girls' only RV schools to accommodate HBGS students.

(Assumption: that girls would be able to go to a girls' school and that it would be possible to administer and monitor schooling more easily than in the scattered HBGS)

Response: Girls' RV schools could still not be accessed by many girls, female teachers would be difficult to find, and such schools because of their visibility might draw negative attention.

SESSION 2

Discussion with field officers regarding work priorities and the time spent on various activities (Thursday, May 25)

The field officers gave the following activities in priority order as those they engaged in. The numbers in parentheses refer to the proportional amount of time taken up by these activities. The ratios add up to more than 100 percent because it was difficult to adjust them to a perfect total.

1. Training (20%)
2. Observation of classes (30%)
3. Distribution of stationery, books, salaries, and oil (20%)
4. Establishing new schools (5%)
5. Preparing and administering exams (5%)
6. Working with women's committees (3%)
7. Reporting activities (5%)
8. Office meetings (5%)
9. Planning (3%)
10. Statistics (3%)
11. Visitors (10%)
12. Filing/time sheets (3%)

We agreed that this was a fairly rationale distribution of time with the exception of the relative proportions spent distributing various items (too much) and the time establishing new schools (too little). A better way of doing this might be to give one person the responsibility for distribution (preparing lists, etc) and having the FOs help her by distributing items as they make routine visits to schools.

There is considerable resistance from FES, both male and female, to a radical review of the logistical part of school support. FES are able to carry out distribution and monitoring activities much more easily than activities that directly support on learning and teaching. There is also status attached to being 'in control' of distributions and stipends.

SESSION 3

Discussion with field officers regarding how they make judgements about "good", "average," and "weak" teachers (Friday, May 26)

The FOs described a good teacher as follows:

1. Follows GTZ training (uses guide plan and materials as directed)
2. Checks homework
3. Evaluates students every two weeks/testing
4. Knows subject matter
5. Controls class
6. Teaches at child's level
7. Behavior toward students is good (polite/on time)
8. Checks student attendance
9. Keeps a clean, organized class
10. Communicates well with class
11. Uses participatory methods

They described a weak teacher as one who does not do these things.

The discussion revolved around whether "student learning" was useful in evaluating the performance of a teacher. Most FOs believed it was not necessary because if teachers followed these behaviors good student learning would result automatically. We asked, if they found a teacher who followed all these behaviors and yet her students performed poorly and another teacher who did not follow any of the behaviors yet her students performed very well, whose behavior the FOs would want to change. They agreed that you would not want to change the behavior of the teacher whose students did well on exams. We then discussed what student learning results might show us besides whether a teacher performed well. For example, it might show us whether teachers of differing qualifications were able to teach well at different grades, whether training was effective, what should be included in training, and where efforts in terms of observations and monitoring should be focused upon (possibly 4 visits in a month to weak teachers vs one visit every two months to strong teachers). Testing students has the advantage of also demonstrating to teachers where they might provide more practice to their students. (See follow-up Session 5 below using exam results to compare with FO ratings of teachers' performance)

SESSION 4

Working with field workers to compile descriptive enrollment and other data from Quetta office files (Tuesday, May 30):

The following data were compiled by FO staff:

1. **Grade enrollments by year (1997-2000):** Overall there were roughly 19.5 children

per class. The table revealed that the largest number of participants in the year 2000 were girls who had begun their schooling in 1997 and 1998, and were therefore in grades 3 and 4. Very few girls were enrolled in grade 1. The dropout rate was not more than 7 or 8 percent by grades 3 and 4.

2. Participants' ages by grade by camp (2000): Overall 3 percent of girls were 7-9, 31 percent were 10-12, 49 percent were 13-15, 16 percent were 15 (sic)-18 and 2 percent were 19 and over.

3. Teachers' ages: Teachers were on average 23.5 years of age with a range of from 14 to 40.

4. Hours of HBGS operation: HBG Schools time their hours of operation to the convenience of the participants. The schedule includes 5 variations, from 8-11, 9-12, 10-1, 1-4, and 2-5. Morning hours are more popular (78 percent) than afternoon sessions (22 percent)

SESSION 5

Working with field workers to compile descriptive summary data on exam results (Friday, June 2):

1. The number of students by grade in each of 4 exam categories

(The numbers do not match with enrollment figures and therefore they are not included here)

2. Student exam results by teacher, her level of education, and FO quality rankings.

FO judgements were somewhat supported by total overall averaged student exam scores of 60 (good), 56 (average), and 49 (weak), but the range of exam results for individuals make it difficult to use these subjective judgements for teacher improvement. "Good" teachers had average student scores between 50 and 85, "average" teachers ranged from 39 to 72, and "weak" teachers ranged from scores of 35 to 56. The conclusions that were drawn from this is that FO judgements alone may not be as useful in determining how student learning can be improved.

Annex Five

Home-Based Schools a Cost-effective Model for Primary Education

Background

In 1996 Save the Children/US took over the management of Afghan Refugee Village (RV) schools as an implementing partner with UNHCR. After an assessment of the status of the existing formal schools, SC embarked on an initiative to increase access, promote gender equity and improve program quality in the schools. As one of the first steps in this effort it built upon an already established program of non-formal education to open Home-Based Girls' Schools (HBGS) in Balochistan in 1997. The present 52 one-classroom, single grade schools spread over five of six refugee settlements (one still resists the schools) accommodate roughly 1037 girls in grades one through four. The aim of the initiative was to provide primary education opportunities for girls in conservative Afghan refugee communities who for reasons of distance and/or the presence of boys and men in RV schools were unable to access formal schooling. HBGS classes take place in the homes of literate women who are given student textbooks, teachers' guides, blackboard, chalk and writing supplies, and from grade 3 a tin trunk library of books. The children sit on the ground on a tarpaulin. Children and teachers receive edible oil as an early incentive to encourage participation but this incentive will phase out soon with little anticipated effect on enrollment levels. Teachers receive small stipends to teach classes that meet 3 hours a day, five days a month, 11 months of the year at a time of day convenient to the teacher and the girls.

Conditions of education

Conditions in the Afghan refugee communities of Balochistan are similar to those found in other developing countries where education services are difficult to deliver:

- Girls require special circumstances if they are to enroll at all, and especially if they are to continue beyond grade 3.
- Resources are scarce both for the implementing agency and in the communities served by the initiative.
- Distance to and between communities makes schools difficult for supervisors to monitor and support.
- Qualified female teachers are hard to find and those candidates who exist may have serious gaps in their education.
- Most parents are illiterate and therefore cannot help their children with schoolwork.

Lessons learned

The lessons learned during this initiative include:

- Providing an all-female secure environment with local teachers helps parents feel comfortable about sending girls to school.
- Incentives (such as cooking oil) can help overcome initial resistance to girls' education in poor communities.
- Effective learning can occur when the barest essentials for schooling are provided: a teacher-supplied room, blackboard, chalk, textbooks, reusable slates for younger children and writing supplies for older children, and teacher stipends.
- A supportive teachers' guide can structure learning and when used properly produce uniformly good learning results.
- Minimally-qualified teachers can teach effectively with supportive materials after training in their use.
- Support through supervisor visits can be minimal (once or twice a month) and still produce good results.

HBGS is an evolving program. In its fourth year, some of the difficulties that seemed insurmountable at first have proved amenable to solution. Communities have become less resistant as they see the schools providing children with good literacy and numeracy skills and allowing for conventional religious subjects to be taught. As "invisible" schools, HBGS often stay open during community conflicts when formal schools close or become targets of community violence. With supportive materials it has been found that even minimally qualified teachers can teach as well as more qualified teachers, and on existing exams produce virtually the same student learning results.

New issues

As HBGS move into higher grades, however, new issues arise: Will girls continue in the program after puberty? Can girls who entered formal RV schools and drop out after grade 3 be absorbed effectively into appropriate grades of HBGS? Can minimally qualified teachers teach the more difficult curriculum of the upper primary grades that includes many more subjects? Retaining girls to the end of the primary cycle is essential, not only for their own benefit but also to increase the pool of female candidates available to teach in HBGS in refugee villages and inside Afghanistan in the future.

To address these issues, the program will:

- Consider flexible ways to meet the special needs of these older primary girls including accelerated learning, self-instruction where teachers learn with students, peer study groups, etc.
- Focus the academic program on Basic Competencies of Learning (BC) developed by Afghan educators to set expectations for core subjects in each of the primary grades.
- Institute a twice-yearly competency-based exam for students to identify where weaknesses in the program should be improved.

- Test new teachers and ones about to teach higher grades of primary through a competency-based exam that identifies their levels of subject content knowledge thus making compensatory training possible.
- Focus supervisors' monitoring on student learning instead of teacher behaviors, and rationalize their visits to provide more support for new and weak teachers and less on experienced, high-performing teachers.
- Provide self-instructional materials to compensate for poorer textbooks in additional subjects in upper primary grades.
- Focus teacher training on the use of materials, on compensating for weaknesses in subject-content knowledge, and in preparing students for self-instruction through more independent learning and application of knowledge.

A long-term broadly applicable strategy

Improvements in the HBGS program are part of a larger, long-term effort to provide education flexibly to Afghan children inside and outside of Afghanistan. Schools in the settlements, in effect, are the testing grounds to prepare programs and qualified teachers for the time when many will be repatriated to rural areas all over Afghanistan. The students of HBGS are the main hope for education provision for girls in these areas.

The model, however, is one with broadly applicable elements that might be applied in other refugee contexts or in countries where similar conditions exist and resources are limited.

Annex Six
Data on Students and Teachers in RV and HBG Schools

TABLE 1
Enrolment in HBGS by grade and camp from 1997- 2000

Camp	1997					1998					1999					2000				
	1	2	3	4	Total	1	2	3	4	Total	1	2	3	4	Total	1	2	3	4	Total
Muslim Bagh	70	-	-	-	70	25	70	-	-	95	25	25	77	-	127	19	26	22	78	145
Surkhab	151	-	-	-	-	56	126	-	-	182	39	59	120	-	218	-	39	50	88	177
Saranan	103	-	-	-	151	56	126	-	-	210	65	133	83	-	281	-	63	97	66	226
Lorelai	60	-	-	-	60	125	70	-	-	195	50	102	62	-	214	-	46	67	54	117
Chaghai	114	-	-	-	114	212	105	-	-	317	-	209	120	-	329	45	-	255	-	300
	498	-	-	-	498	535	470	-	-	1005	179	528	462	-	1169	64	174	491	286	1015

TABLE 2
Girls and boys enrolment by grade and camp in RV schools 1997-2000

CAMP	1997																		1998						1999						2000										
	1		2		3		4		5		6		1		2		3		4		5		6		1		2		3		4		5		6						
Surkhab	G	389	152	8	0	0	0	0	0	0	0	351	264	109	6	8	0	0	0	0	0	0	323	317	220	81	5	5	3	3	279	324	290	184	65	2					
	B	614	273	165	113	54	36	0	0	0	0	495	490	186	170	60	30	0	0	0	0	0	498	389	395	166	127	44	44	555	432	363	330	141	125						
Saranan&	G	411	74	15	0	0	0	0	0	0	0	292	322	64	10	0	0	0	0	0	0	0	296	255	247	50	10	0	0	421	276	225	191	42	10						
Pir-Alizai	B	454	167	122	95	46	27	0	0	0	0	452	356	124	75	64	27	0	0	0	0	0	783	435	295	105	68	57	811	737	407	266	83	65							
Lorelai	G	223	68	0	0	0	0	0	0	0	0	245	143	19	0	0	0	0	0	0	0	0	228	217	112	15	0	0	341	246	186	92	10	0							
	B	568	261	139	119	48	36	0	0	0	0	567	348	209	111	73	33	0	0	0	0	0	534	458	305	172	96	56	608	482	434	258	142	92							
Muslim	G	45	32	0	0	0	0	0	0	0	0	52	40	13	0	0	0	0	0	0	0	0	38	47	27	6	0	0	45	37	48	25	6	0							
Bagh	B	215	88	79	67	8	22	0	0	0	0	195	113	54	49	31	5	0	0	0	0	0	208	145	99	52	37	28	200	190	133	87	47	25							
Md Khail	G	164	0	0	0	0	0	0	0	0	0	55	123	0	0	0	0	0	0	0	0	0	61	43	95	0	0	0	18	46	62	65	0	0							
	B	318	17	16	0	0	0	0	0	0	0	91	204	15	13	0	0	0	0	0	0	0	79	62	124	10	8	0	111	76	68	85	11	7							
Chagai	G	243	75	0	0	0	0	0	0	0	0	370	315	78	5	0	0	0	0	0	0	0	338	415	226	64	0	0	460	317	253	56	0	0							
	B	708	408	139	201	41	36	0	0	0	0	493	354	238	102	81	33	0	0	0	0	0	673	409	321	194	81	65	844	391	295	176	67	53							
Total	G	1475	401	23	0	0	0	0	0	0	0	1365	1207	283	21	8	0	0	0	0	0	0	1284	1294	927	216	15	3	1564	1246	1064	613	123	12							
	B	2877	1214	660	595	197	157	0	0	0	0	2293	1865	826	520	309	128	0	0	0	0	0	2775	1898	1539	699	417	250	3129	2308	1700	1202	491	367							

TABLE 3
Total girls and boys enrolment by camp in RV schools 1997-2000

CAMP	1997		1998		1999		2000	
	G	B	G	B	G	B	G	B
Surkhab	549	1255	738	1431	945	1615	1144	1946
Saranan & PirAlizai	500	911	688	1108	856	1043	1165	2365
Lorelai	291	1171	407	1341	572	1745	875	2016
Muslim Bagh	77	479	105	447	116	565	161	682
Md Khail	164	351	178	323	195	283	191	356
Chagai	288	1533	777	1301	1045	1745	1086	1826
Total G/B	1869	5700	2884	5941	3735	7576	4622	9197
Total in RV schools	7569		8825		11,311		13,819	

% of girl students

	1997	1998	1999	2000
% of girl students in RV schools	25%	33%	35%	34%
% of students enrolled in schools in Balochistan Refugee Villages	29%	40%	42%	38%

TABLE 4
Age by grade and camp in 2000 of HBGS students

Camp	Grade	AGE (years)					
		7-9	10-12	13-15	15-18	19+	
Chagai	1	2	18	18	7	-	
	2	-	-	-	-	-	
	3	7	113	97	34	4	
	4	-	-	-	-	-	
	Total	9	131	115	41	4	
Muslim Bagh	1	-	6	5	6	2	
	2	-	7	17	2	-	
	3	-	7	15	-	-	
	4	1	7	42	27	1	
	Total	1	27	79	35	3	
Lorelai	1	-	-	-	-	-	
	2	-	15	52	1	-	
	3	-	25	36	4	1	
	4	-	9	41	4	-	
	Total	-	49	129	9	1	
Saranan	1	-	-	-	-	-	
	2	13	25	9	12	4	
	3	-	27	49	16	5	
	4	-	7	27	32	-	
	Total	13	59	85	60	9	
Surkhab	1	-	-	-	-	-	
	2	4	19	12	4	-	
	3	1	15	28	6	-	
	4	-	21	57	12	-	
	Total	5	55	97	22	-	
Total in all camps		28	321	505	167	17	

TABLE 5 Information on teachers in HBGS including trainer assessment of 'proficiency'

Camp: Saranan (inc Pir Alizai)

Teacher name	Grade	Average class score 1999	Teacher education	Rating in 1999 (good, average, weak)	number of students
Shema	3	71	4	average	24
Qubela	3	43	Home Education	average	13
Kamelai	3	55	4	weak	18
Razciai	3	56	9	weak	17
Maalena	2	72	9	average	22
Sharbano	2	70	Home Education	good	3
Malaly	2	55	12	average	16
Maramai	2	75	12	good	17
Khadjai	2	53	Home Education	average	
Naqaba	1	54	Home Education	weak	23
Malalai	2	58	12	average	16
Shakrai	1	45	Home Education	average	30
Marama	2	55	12	good	26

Camp: Surkhab

Teacher name	Grade	Average class score 1999	Teacher education	Rating in 1999 (good, average, weak)	number of students
Halima	3	60	Home Education	average	22
Roshan	3	61	Home Education	average	24
Jamila	3	68	6	good	14
Whida	3	60	Home Education	average	20
Karima	3	48	5	weak	14
Najiba	2	85	3	good	15
Rabia	2	58	4	weak/average	20
Salima	3	27	Home Education	weak	12
Roonai	12	59	10	average	18
Malalai	1	55	Home Education	weak	26
Habiba	2	55	Home Education	Weak	17
Zarmina	2	54	12	average	18

Camp: Chagai

Teacher name	Grade	Average class score 1999	Teacher education	Rating in 1999 (good, average, weak)	number of students
Fatima	3	51	7	average	24
Zarghuna	3	50	4	good	24
Zahra	3	52	6	weak	24
Zubida	3	51	Home Education	good	22
Malika	3	35	4	weak	20
Dijan	2	60	8	average	21
Meena	2	53	5	good	14
Spozimi	2	62	5	good	19
Latifai	2	60	Home Education	good	26
Qadema	2	54	Home Education	average	23
Khadija	2	60	Home Education	average	23
Shazda	2	62	5	average	17
Maryama	2	52	Home Education	weak	18
Salha	2	46	12	weak	12

Camp: Loralai

Teacher name	Grade	Average class score 1999	Teacher education	Rating in 1999 (good, average, weak)	number of students
Farida	3	60	12	good	17
Shagula	3	53	9	good	24
Hakima	3	50	8	good	12
Zarghuna	2	40	8	average	18
Kochi	1	60	12	good	22
Bibi Guraish	2	57	9	good	18
Shafga	2	39	7	average	18
Karima	2	54	?	average	20
Kochi	2	59	12	good	21
Arifa	1	59	14	good	25

Camp: Muslim Bagh

Teacher name	Grade	Average class score 1999	Teacher education	Rating in 1999 (good, average, weak)	number of students
Kamila	4	57	9	average	25
Zarfara	4	52	Home education	good	25
Zulgaida	4	31	Home education	weak	28
Hailma	3	54	Home education	weak	22
Maryam	2	51	Home education	Good	26