



E-PARCC

COLLABORATIVE GOVERNANCE INITIATIVE

Syracuse University

Maxwell School of Citizenship and Public Affairs

Program for the Advancement of Research on Conflict and Collaboration

Education in Adlabad Simulation

“Role Play Synopsis”

Note to Students

This role play has been designed to illuminate the complexities and challenges of public administration in an international network setting characterized by significant ambiguity, expectations for collaboration, and divisive organizational politics. You are expected to be respectful and not to draw caricatures of these organizations, their administrators, or their goals during this role-play exercise.

Scenario

Last year, the Government of Adlabad, in coordination with other supporting governments and organizations, developed and committed to a set of development goals (DGs) for various sectors that focus on overcoming poverty by relieving constraints to human development. In the area of education, the overarching goal is to significantly improve the quality of, and promote equitable access to, education and skills development in order to reinvigorate Adlabad’s human capital, reduce poverty, and facilitate economic growth. Three major program areas were identified: 1) Primary and Secondary Education, 2) Higher Education, and 3) Skills Development.

Each program area has been allocated a budget, with monies coming from a variety of domestic and international organizations; however, work on each area must begin immediately to secure this funding. Donor agencies have set firm deadlines; if work on projects around these program areas does not begin within the established timeframes, the agencies will withdraw their financial support. The most pressing deadline involves the program area of Primary and Secondary Education; implementation efforts are expected to be well underway by the end of the year. Specific DGs for this area include:

This simulation was a winner in our 2011-12 “Collaborative Public Management, Collaborative Governance, and Collaborative Problem Solving” teaching case and simulation competition. It was double-blind peer reviewed by a committee of academics and practitioners. It was written by Tina Nabatchi of Syracuse University, with input from Rob Alexander, Alejandro Amezcua, Lynne Hinnant, Vadym Pyrozhenko, and Jeremy Shiffman. This case is intended for classroom discussion and is not intended to suggest either effective or ineffective handling of the situation depicted. It is brought to you by E-PARCC, part of the Maxwell School of Syracuse University’s Collaborative Governance Initiative, a subset of the Program for the Advancement of Research on Conflict and Collaboration (PARCC). This material may be copied as many times as needed as long as the authors are given full credit for their work.

- 1) Increasing Student Enrollment in Primary School (Grades 1-6),
- 2) Increasing Student Enrollment in Secondary School (Grades 7-12), and
- 3) Increasing the Number of Female Teachers.

Given the current circumstances in Adlabad, the attainment of these DGs will require dedicated work by an international network of organizations. Realizing this, President Saman has appointed an objective “Advisory Committee” to develop plans for meeting the primary and secondary education DGs. The Advisory Committee consists of experts from Adlabad and other nations. Given the complexities of the current situation in Adlabad, and after lengthy discussions and planning meetings, the Advisory Committee has agreed that it needs to hear a variety of proposals and ideas about how to meet these education DGs.

To that end, the Advisory Committee has designed a competitive Request for Proposals (RFP) process to assist them in this task. Five organizations have been selected to participate in the RFP process: 1) the Adlabad Ministry of Education, 2) the Adlabad Ministry of Religion and Cultural Affairs, 3) the United Nations Assistance Mission in Adlabad, 4) the United States Agency for International Development, and 5) the Revolutionary Association of the Women of Adlabad.

Although these organizations may have different goals, success will be elusive without the buy-in and agreement of all. Thus, these five organizations have already been approved to “win” Project Management Contracts by President Saman. Therefore, the RFP purpose is to generate internal competition among these organizations to find the most creative options that meet the most number of interests and have the most promise for achieving the development goals.

Top-ranking officials in each of the five organizations have selected from among their personnel several public administrators to participate in the RFP process. These administrators were selected based on a variety of criteria, such as expertise, organizational loyalty, collaboration capacity, and other knowledge, skills, and abilities. The Advisory Committee has appointed each administrator to an “RFP Team.”

You are one of the administrators selected for this very important job. Specific guidelines for and information about the RFP process are provided later in this document, but the general plan for the RFP process is as follows:

1. You will work on an RFP Team with members from each of the above listed organizations.
2. RFP Teams will be assigned to address [**Insert number, e.g., one, two, or all**] of the three development goals in the area of primary and secondary education.
3. RFP Teams will present their proposal during the Advisory Committee Hearings on [**Insert Date**].
4. The Advisory Committee will award Project Management Contracts to the RFP Team with the best proposal for each development goal.

You are excited about the prospect of winning a Project Management Contract. In addition to being appointed by the Advisory Committee as a Project Manager (a major career advancement with a large salary increase), President Saman has also agreed to reward the each member of the winning RFP Teams with a hefty cash bonus. In addition, the Advisory Committee has been applauded by all major stakeholders for its unique and creative approach to this problem; therefore, it is likely that the winning team members will receive noteworthy international press attention and significant prestige.

Although unusual, this RFP process has the complete support of President Saman, who has granted the Advisory Committee full authority to proceed.

Request for Proposals

Purpose

The Advisory Committee hereby issues this Request for Proposals (RFP) that address the following development goals for primary and secondary education.

- Development Goal 1: Increasing Student Enrollment in Primary School (Grades 1-6)
- Development Goal 2: Increasing Student Enrollment in Secondary School (Grades 7-12)
- Development Goal 3: Increasing the Number of Female Teachers

Relevant information about these goals can be found in the three provided background readings, “Education Action Plan”, “Policy for the Rehabilitation and Development of Education in Adlabad”, and “Ministry of Education Update”.

Participants

Five agencies have been selected to participate in this competitive RFP process. General information about each of these organizations is provided below. Together, these agencies have been approved to “win” Project Management Contracts by President Saman. Therefore, the purpose of the RFP process is to generate internal competition among these agencies to find the most creative options that meet the most number of interests for each development goal.

Ministry of Education (MoE)

The Ministry of Education (MoE) is responsible for primary and secondary education in Adlabad. MoE’s vision is to create and develop a sustainable education system that is guided by Islam and that will positively shape the future of Adlabad by generating peace and stability, democracy and good governance, poverty reduction, and economic growth. Its mission is to facilitate the development of Adlabad’s human capital by providing equal access to quality education for all and by enabling the people to participate in and contribute to the development and economic growth of the country.

Ministry of Religion and Cultural Affairs (MoRCA)

The Ministry of Religion and Cultural Affairs (MoRCA) deals with all matters that concern Islamic religion and culture in Adlabad. The guiding tenet of MoRCA is to protect and nurture Islam as the social foundation for Adlabad. Among the MoRCA missions that pertain to education are: to establish and supervise schools that are based on the teachings of Islam; to ensure that students read and understand the Holy Quran; to supervise Islamic studies centers and religious programs; and to focus on the gracefulness of Islam and its appropriateness for all times and places.

United Nations Assistance Mission in Adlabad (UNAMA)

The United Nations Security Council created the United Nations Assistance Mission in Adlabad (UNAMA) to promote peace and stability in the nation by leading the efforts of the international community, in conjunction with the Government of Adlabad, in rebuilding the nation and strengthening the foundations of peace and constitutional democracy. Per the UN resolution, UNAMA's work must be coordinated and determined by Adlabad needs and priorities, place as many nationals as possible in official posts, and build capacity for Adlabad institutions. The UNAMA mandate was recently renewed for an undetermined amount of time; however, it is likely that this mandate will expire sometime next year.

United States Agency for International Development (USAID)

The United States Agency for International Development (USAID) provides the largest bilateral civilian assistance program to Adlabad. Almost 8 billion dollars have been spent on development programs in all sectors in Adlabad over the last 5 years. USAID focuses on building democratic institutions and increasing the capacity of those institutions to perform in a participatory, accountable, responsible, and democratic manner. Its "democracy and governance program" and "education program" are actively involved in shaping the redevelopment of the Adlabad education system.

Revolutionary Association of the Women of Adlabad (RAWA)

The Revolutionary Association of the Women of Adlabad (RAWA) was established in 1977 as an independent political/social organization of Adlabad women fighting for human rights and social justice. The founder of RAWA was assassinated in 1987, and many members were executed under previous Adlabad regimes. Today, RAWA's mission focuses on human rights, women's empowerment, and the establishment of a government based on democratic and secular values.

RFP Teams

Members of these five agencies will be randomly assigned to an RFP Team that will have responsibility for addressing [**Insert number, e.g., one, two, or all**] of the development goals. Each RFP Team will have at least one administrator from all of the organizations.

Decisions to Address in Proposals

Each RFP Team will need to make three decisions regarding its assigned development goal. These decisions involve agreeing on a core issue, establishing targets, and selecting an implementation strategy or strategies. Decisions for each development goal are explained below.

Development Goal 1: Increasing Student Enrollment in Primary Education (Grades 1-6)

Core Issue: *Will the schools be co-ed or single-sex?*

Target: *What are the target enrollment numbers for boys and girls? Establish the target as percentage of the population for each gender that is currently not enrolled in school.*

Implementation Strategy: *What will be the implementation strategy or strategies used to reach this goal?*

Development Goal 2: Increasing Student Enrollment in Secondary School (Grades 7-12)

Core Issue: *Will the schools be co-ed or single-sex?*

Target: *What are the target enrollment numbers for boys and girls? Establish the target as percentages of boys and girls who complete primary school.*

Implementation Strategy: *What will be the implementation strategy or strategies used to reach this goal?*

Development Goal 3: Increasing Number of Female Teachers

Core Issue: *Can teachers work with students of the opposite gender?*

Target: *What is the target number for employment of female teachers? Establish the target as percentage of all teachers in the nation.*

Implementation Strategy: *What will be the implementation strategy or strategies used to reach this goal?*

Proposal Selection

The Advisory Committee Hearings will take place on [**Insert Data and Time**]. At the Hearings, RFP Teams will submit the one-page RFP Worksheet (see below) and give a 5-7 minute presentation about their proposal. Each RFP team will answer questions from the Advisory Committee and the other teams its presentation. The Advisory Committee will then select the best proposals for addressing the development goals. Proposals will be judged on quality, likelihood of success, and the extent to which they foster and increase the collaborative capacity of relevant organizations.

Each RFP Team must complete the following one-page RFP Worksheet and submit it to the Advisory Committee at the Hearings.

RFP Worksheet

The completed RFP Worksheet should be no longer than one, single side page.

Please bring one copy for each Advisory Committee member.

Team Members:

Development Goal Addressed in RFP:

Please briefly answer the following questions.

1. What is your decision regarding the core issue? What is the rationale behind this decision?
How many team members agreed to this decision fully ____, partially ____, not at all ____?

2. What target(s) did you establish? Why?
How many team members agreed to this decision fully ____, partially ____, not at all ____?

3. What is your implementation strategy or strategies? What is the rationale behind this decision?
How many team members agreed to this decision fully ____, partially ____, not at all ____?

4. What level of consensus about the overall proposal exists among all RFP Team members?
Please rate on a scale where 1 = complete disagreement and 10 = complete consensus. Explain.

Simulation Instructions

Overview

- 1) You have been pre-assigned to act as an administrator from one of the following five organizations:
 1. Adlabad Ministry of Education (MoE)
 2. Adlabad Ministry of Religion and Cultural Affairs (MoRCA)
 3. United Nations Assistance Mission in Adlabad (UNAMA)
 4. United States Agency for International Development (USAID)
 5. Revolutionary Association of the Women of Adlabad (RAWA)

General information about each of these organizations is available in the RFP.

- 2) You will receive a short (3 page) *Confidential Organizational Information Sheet*. This Information Sheet will detail your organization's mission, goals, and objectives and explain the constraints, options, and preferences that you have as an administrator. You **may not** share or exchange this **confidential** document with individuals outside of your organization. You **may not** conduct research of any kind about any of these organizations, including yours. Please abide by these rules.
- 3) Acting as these administrators, you will be assigned to an "RFP Team" that has at least one administrator from each organization.
- 4) Your RFP Team will be assigned to address [**Insert number, e.g., one, two, or all**] of the following development goals: 1) Increasing student enrollment in primary school; 2) Increasing student enrollment in secondary school; or 3) Increasing the number of female teachers.
- 5) Each RFP Team is required to make three decisions about its development goal(s). These decisions involve agreeing on a core issue, establishing targets, and selecting an implementation strategy or strategies. More information is available in the RFP.
- 6) RFP Team decisions will be reached through a negotiation process. Negotiation procedures are explained below.
- 7) Each RFP Team will present its proposal at the Advisory Committee Hearings on [**Insert Data and Time**]. At the Hearings, each RFP Team must deliver a presentation that identifies the decisions made and explains their rationale. In addition, each Team must submit a copy of the one-page RFP Worksheet to each member of the Advisory Committee. After its presentation, each RFP Team will field questions from the Advisory Committee, as well as from the administrators on other RFP Teams.

Negotiation Procedures

- 1) The Advisory Committee is looking for creative solutions that meet multiple interests.
- 2) Given time constraints, the Advisory Committee has established some ground rules that you must use during your negotiations.
 - Each person may talk for no more than 3 minutes at a time.
 - Disputes will be settled with a 2/3 majority rule vote.
 - The final proposal must reflect the consensus of the RFP Team, that is, all team members must agree on the overall final proposal (though there may be disagreement on the individual elements of that proposal).
- 3) Your RFP Team should consider selecting a facilitator within your group or rotating facilitation responsibilities among all members.
- 4) The course instructor will be available during your negotiations, but will not intervene in your negotiations.

Inventing Options

Although you have clear constraints, options, and preferences (as provided in the confidential organizational information sheets), you are encouraged to approach the RFP negotiation process with creativity and flexibility and to develop options that meet multiple interests.

Time

- 1) Class time has been allocated for the RFP Team negotiations.
- 2) Three “decision items” are on the agenda for each RFP Team: a core issue, the establishment of targets, and the outline of an implementation strategy. RFP Teams are expected to budget their time carefully so that all decision items are given due consideration.
- 3) RFP Teams may decide to meet outside of class; however, all members of the RFP Team must **unanimously** agree to such meetings. Total time allowed for negotiations that take place outside of the class is limited to a **maximum of 2 hours**.

Consequences of Not Reaching Agreement

The Advisory Committee recognizes that these will be challenging and contentious negotiations; therefore, failure to reach an agreement in your RFP Team will not result in any kind of punishment. Nevertheless, you will have to explain why your team could not achieve an agreement at the Advisory Committee Hearings. Moreover, failure to reach an agreement disqualifies you from the opportunities (promotion, money, prestige, etc.) that come with winning the Project Management Contract.

Confidential Organizational Information

Instructions

1. In this packet, you will find general information about each of the five organizations participating in the RFP negotiations, including:
 - Adlabad Ministry of Education (MoE)
 - Adlabad Ministry of Religion and Cultural Affairs (MoRCA)
 - United Nations Assistance Mission in Adlabad (UNAMA)
 - United States Agency for International Development (USAID)
 - Revolutionary Association of the Women of Adlabad (RAWA)
2. You will also find specific and **confidential** information about your organization as it pertains to this role play exercise. You **may not** share or exchange this document with individuals outside of your assigned organization. You **may not** conduct any kind of research about any of these five organizations, including yours.
3. The confidential information details your organization's mission, goals, and objectives. It also explains the constraints, options, and preferences that you face as an administrator. Despite these limits, you are encouraged to approach the RFP negotiation process with creativity and flexibility.
4. You must **read and understand** your information sheet and be prepared to enter the RFP negotiation process "in character." You are expected to be respectful and not to draw caricatures of these organizations, their administrators, or their goals during this role-play exercise.
5. To assist you in developing your character, please **complete** the attached "role worksheet" prior to the RFP negotiation process. Bring the sheet with you to all negotiation sessions.

Role Worksheet

Please complete this form and bring it with you to all negotiations sessions.

1. Name of organization you are representing:
2. What organizational values must guide your negotiations?
3. What personal values will guide your negotiations?
4. What are the major issues or concerns of you and your organization?

5. Please complete the table.

Development Goal	Your Positions (what you want)	Your Interests (why your position is important to you)
Primary School Enrollment		
Secondary School Enrollment		

Recruitment of Female Teachers		
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6. What organizations might have positions and interests that are compatible with yours?

7. What organizations might have positions and interests that compete with yours?

**8. What are some possible implementation strategies to achieve each development goal?
How do these potential strategies take advantage of your resources?**

9. What is your negotiation strategy?

General Information about Participating Organizations

Ministry of Education (MoE)

The Ministry of Education (MoE) is responsible for primary and secondary education in Adlabad. MoE's vision is to create and develop a sustainable education system that is guided by Islam and that will positively shape the future of Adlabad by generating peace and stability, democracy and good governance, poverty reduction, and economic growth. Its mission is to facilitate the development of Adlabad's human capital by providing equal access to quality education for all and by enabling the people to participate in and contribute to the development and economic growth of the country.

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The Ministry of Religion and Cultural Affairs (MoRCA) deals with all matters that concern Islamic religion and culture in Adlabad. The guiding tenet of MoRCA is to protect and nurture Islam as the social foundation for Adlabad. Among the MoRCA missions that pertain to education are: to establish and supervise schools that are based on the teachings of Islam; to ensure that students read and understand the Holy Quran; to supervise Islamic studies centers and religious programs; and to focus on the gracefulness of Islam and its appropriateness for all times and places.

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Ministry of Education Confidential Organizational Information

Background

The Ministry of Education (MoE) is responsible for primary and secondary education in Adlabad. Currently, its strategic plan advocates a revitalized education system that is guided by the tenets of Islam. The centrality of education to the development, growth, and stability of Adlabad cannot be over-emphasized; thus, a major element in the MoE vision is the creation and development of a sustainable education system that will act as a fundamental cornerstone in shaping the future of the country through peace and stability, democracy and good governance, poverty reduction, and economic growth. The MoE mission is to facilitate the development of Adlabad's human capital by providing equal access to quality education for all, and by enabling the people to participate in and contribute productively to the development and economic growth of the country.

To this end, the MoE has both long and short-term goals. The official declaration of the long-term goal is: "Regardless of gender, ethnicity, socio-economic status or religious affiliation, all school-aged children and youth will have equal access to quality education in order to develop the knowledge, skills, values, and attitudes required for a better future – both for themselves and for their country." Most in the MoE agree unconditionally with this goal. However, to achieve that goal, there must be immediate action on many short-term goals, and this is where the trouble lies.

Officials within MoE, you included, strongly support the rebuilding of Adlabad's educational infrastructure as the primary short-term goal. The turmoil and destruction of decades of war coupled with a historically (and perhaps currently) unstable political system have demolished well over 70% of the educational infrastructure in Adlabad. Schools throughout the country, if they exist at all, are hollow shells. Most have no window panes and no roof. Walls are scarred with bullet-pocks, and stairways are collapsed. Potable water and sewage services are practically non-existent. Despite the ruin of the buildings, the desire of Adlabad parents and students for education is great; classes continue, often under the canvas of temporary tents. For students to truly learn, these poor and unhealthy conditions must be eradicated.

Although rebuilding is MoE's principal goal, there is a tremendous amount of domestic and international pressure to focus on other areas of primary and secondary education. Most recently, there has been an unrelenting push to increase the enrollment of students and to recruit more female teachers. In fact, this has recently become an almost obsessive focus since being articulated as a development goal. Pressure to attain these development goals is tremendous. Donors have lined up to throw money at these goals, but the looming implementation deadline (in your opinion set by agencies and organizations with little knowledge and understanding of the real situation) threatens to purge the MoE of this important international financial support.

This situation is problematic to say the least. Almost everyone within the MoE supports universal education for the children and youth of Adlabad, but these largely internationally imposed development goals have created dissent within the already fragmented Ministry. MoE officials and staff are almost evenly split. Some believe that the MoE should simply bow to these

international requests; anything to benefit the education of Adlabad children is better than nothing. Others believe that the MoE should vocally argue in favor of rebuilding schools and the educational infrastructure before focusing on student enrollment and teacher recruitment. After all, what good is it to recruit students and teachers, if there are no schools to send them to?

As an administrator in the MoE, you are in a tough spot. You see the validity of both arguments, and know that favoring one position over the other would make you a pariah among at least half of the MoE employees. You have to find a way to satisfy both views within the Ministry. Although administrators within the MoE are often territorial (not only over this particular issue, but also over other issues), you believe that Ministry might unite (or divide) based on how this issue is negotiated.

If only the troubles ended there! Even though the Constitution grants the MoE chief responsibility for primary and secondary education, and even though this function is accepted among the other organizations involved in the negotiations, the MoE is relatively weak. The hierarchy within the Ministry is fragmented and its employees are over-burdened; too many tasks are being levied upon the MoE with inadequate financial resources. Indeed human, financial, capital, and other resource constraints loom heavily over everyone's head at MoE. The result is that many of the core tasks and responsibilities of the MoE are being siphoned off to others. In the long-term, this will have serious consequences for the autonomy, authority, legitimacy, and capacity of the MoE.

The negative impacts of this were clearly evident in the discussions and negotiations about the development goals for primary and secondary education. Most MoE participants felt like their opinions and ideas were ignored in favor of more powerful (i.e., richer) agencies and organizations from the west and developed nations. Likewise, MoE gets a lot of angry censure from people who generally don't understand the circumstances the Ministry faces. Just recently, someone at USAID complained that the MoE doesn't have an adequate website, suggesting that this was a clear indicator of the MoE's lack of professionalism and dedication! This angers you – there are not even enough resources within the MoE to give all employees notebooks, pens, and other administrative utensils, let alone to develop and maintain a top-notch website. The salaries of MoE administrators are barely enough to meet their simple family demands; the threat of corruption among your staff weighs constantly on your mind. Besides, less than 2% of the Adlabad population has internet access.

Despite these issues, you know that you must participate in the RFP negotiations in good faith. You must somehow find a way to balance numerous competing needs. You can't allow what are rightful MoE powers to be given to others; you must assert yourself so that your Ministry can develop in its capacity, power, authority, and legitimacy. One way to do this is by reminding the other stakeholders of the role the Ministry is to play in administering education programs as encouraged by the Adlabad Constitution. At the same time, you are reliant on others to give you funding and other resources. This means that you must appease the "rich" organizations, namely USAID and UNAMA, which likely means giving into western ideas and values. This is problematic, because your organizational mandate is to create a learning environment that is consistent with the country's Islamic culture, values, and beliefs. Thus, you must also be sensitive to the officials from the Ministry of Religion and Cultural Islamic Affairs.

Specific Positions on Development Goals

In your heart of hearts, you want to make all of these development goals a reality. Nothing is more important to you than education; this is the reason you have accepted the position on the RFP team. Still, you firmly believe that these development goals should be secondary to the (re)building of schools throughout the country. Nevertheless, you are critically aware that an effective agreement must be reached. The MoE is under tremendous international and domestic pressure to show measurable progress, and MoE resources are stretched to the breaking point. Therefore, you need to maximize efficiency and must set “realistic” (i.e., low and easily attainable) targets for each development goal.

Primary Education (Grades 1-6): You believe that primary schools should be co-ed so as to take better advantage of resources. For those students who currently don't have educational access, enrollment targets should be 15% for girls and 40% for boys. This target is reachable in the very near term and will demonstrate both for others and the MoE itself some much needed success.

Secondary Education (7-12): Ideally, you would like secondary schools to be co-ed as well, if for no other reason than resource scarcity; however, you recognize that many girls won't be allowed to attend a co-ed secondary school. Gender mingling at this age is frowned upon by many devout Muslims in the country. You are a firm believer in gender equity and think that girls should have the same opportunities as boys; therefore, you believe that secondary schools should be single sex if that is what is needed to further girls' education. Targets should be 15% of girls and 40% of boys who complete primary school. This target will be more difficult to reach since education ceases for many Adlabad students, particularly girls, in the 5th grade.

Female Teachers: You believe female teachers should be able to teach children of both genders in primary school, because it is the best and most efficient use of resources. However, female teachers should only be allowed to teach girls in secondary school; anything else would be considered inappropriate by many Adlabad citizens. Male teachers may teach students of any gender at any time. Given this, the target should be 15% female teachers of all teachers in the nation. This target is easily attainable and practical.

Resources

Financial resources are incredibly tight for your organization. Beyond the money allocated in the MoE annual budget, the MoE has no other financial resources to give to this effort. Despite the lack of money, you do have a very strong staff with tremendous local knowledge that will prove to be useful in attaining any education goal. Your staff understands the history, culture, religion, and political situation in Adlabad, and many have been trained as professional public administrators with specialties in education. This will be incredibly valuable when it comes time for implementation. However, you want to minimize corruption, therefore your staff must be well compensated, not with extraordinary amounts of money, but enough for them to live comfortably, and support their families. If you can negotiate an agreement that supports the MoE, balances all of the competing interests, and educates children, your committed and capable staff is likely to vigorously support it. Ultimately, without the support of the MoE and its staff, any education initiative is very likely to fail.

Ministry of Religion and Cultural Affairs Confidential Organizational Information

Background

The Ministry of Religion and Cultural Affairs (MoRCA) has an extensive list of missions, dealing with all matters that concern Islamic religion and cultural awareness among the Adlabad people. The guiding tenet of all MoRCA missions is to protect and nurture Islamic religion and national culture. To this end, it is the responsibility of MoRCA to enliven Islamic heritage by investigating and studying what Muslims need in their daily lives, and finding solutions for their problems.

The Official Constitution of Adlabad displays clearly the nation's devotion to Islam and its importance in the education system. Among the many mentions of Islam in the Constitution, Article Forty-Five reads, "The state shall devise and implement a unified education curriculum based on the provisions of the sacred religion of Islam and national culture, and in accordance with academic principles." For this reason, it is important that MoRCA take an active role in the affairs of the Ministry of Education (MoE). Among the MoRCA missions that pertain to education are:

- To establish and supervise schools that are based on the teachings of Islam;
- To supervise Islamic studies centers and religious programs;
- To focus on the gracefulness of Islam; and
- Emphasize that Islam is appropriate for all times and places.

As an administrator in MoRCA and a devout Muslim, you are obliged to respect these missions and advocate for them in every possible manner. Moreover, after years of oppressive rule and lawlessness, you feel strongly obliged to support and uphold the new Constitution. Your loyalty to Adlabad, Islam, and MoRCA, has been rewarded with your appointment to an RFP negotiation team. You are critically aware of the role that education will play in the redevelopment of Adlabad. You are also aware of the desperate financial situation and the dearth of human resources available to help in this redevelopment. Education resources must be used efficiently, in a way that upholds the sacredness of Islam, and that will produce long-term benefits for the overall social and economic development of Adlabad. You are thrilled to be bestowed such an honor, and yet know that you are about to walk a very difficult path.

Many top officials in MoRCA are honored clerics, with connections to Islamic governments and non-governmental organizations around the world. These MoRCA officials are disgruntled and discomforted with the emerging focus on (some say obsession with) the new education development goals. They are particularly concerned that these development goals were levied on the MoE in the face of coercion by western organizations, particularly USAID. In general, it is not that these top officials are opposed to educating girls; it is that they see greater need elsewhere, particularly in the education of boys and young men. You find it difficult to argue with their logic.

In Islam, women are equally accountable to God in glorifying and worshipping Him; therefore, women are equal in their humanity with men. This holds true for education. The Prophet

Muhammad is reported to have said, "seeking knowledge is a mandate for every Muslim (male and female)." This includes knowledge of the Quran and Islamic ways of life. Since it is also their obligation to promote good behavior and condemn bad behavior in all spheres of life, Muslim women must acquire the appropriate education to perform this duty in accordance with their own natural talents and interests.

However, Adlabad is historically a patriarchal society, and many citizens hold firm to deeply embedded cultural traditions. Thus, while Islam recognizes gender equality, many of its adherents in Adlabad (both men and women) believe that the natural talents and interests of women diverge greatly from those of men. In this traditional cultural view, the first and most highly regarded roles for a woman are the maintenance of a home, providing support to her husband, and bearing, raising and teaching children in the ways of Islam. To support this, many refer to the Prophet Muhammad's words: "Heaven lies under the feet of mothers" – interpreting this to mean that the success of a society is traced to the mothers that raised it. Thus, for many Adlabad citizens, the education of girls is (and should be) fundamentally different than the education of boys. Girls should be educated to be skillful parents and homemakers first and foremost.

You are not fundamentally opposed to the broader educational of girls – as a parent you have two daughters and feel strongly that they should receive a full and equal education. However, you also believe that the near-term prosperity of Adlabad lay in the hands of the men. Until the men are strong and educated, this great nation will not grow and flourish. Today, with inadequate education and few honorable job opportunities, millions of Adlabad men have little sense of regard, respect, and dignity. MoRCA wants to ensure that the next generation of noble Adlabad men will swim in such opportunities. This requires an immediate and unwavering focus on the education of boys. Until this happens, precious resources cannot be wasted on the education of girls – especially when this is not a cultural priority.

Given this reality, the overall focus for primary and secondary education must be given to boys. The current obsession with 'education for all' has the potential to undermine the future happiness and stability of Adlabad. As Muslims, no one in MoRCA will deny the rights of girls and women to gain education. Nevertheless, as any true and good Muslim will say, among the great gifts bestowed by the Prophet of Islam is the concept of human dignity. During the age of darkness when Islam made its appearance, none was more ignoble and humiliated than man. It was solely through Muhammad the Prophet that men came to appreciate the fact that human beings, the glorious creation of God, were entitled to much more loving regard, respect, honor and dignity any other creature. The rank accorded to man was next only to God, for God had Himself heralded the purpose of man's creation in words of lasting beauty.

Specific Positions on Development Goals

Nothing would make you happier than to see the prosperity of *all* your people, and you know that education is the key to the redevelopment of Adlabad. This dream cannot happen overnight; such redevelopment will take decades of marshalling and directing resources. The desperateness of the current situation requires that tough choices and sacrifices be made for the greater good of the country. Education resources must be used efficiently and in a way that promotes not only Islam, but the cultural foundations of Adlabad society. This means focusing immediately on the

education of boys. In time, as additional resources become available and as the nation stabilizes education opportunities should be provided to girls as well.

Primary Education (Grades 1-6): You believe all schools must be single-sex. While mixed-gender education is not personally offensive to you, such a decision would be seen by many Adlabad citizens, including some top clerics in MoRCA, as inappropriate. Thus, there is little room for negotiation on this issue. You believe that the enrollment targets for primary school should be 20% of girls and 70% of boys that are currently out of school. You recognize that girls are already going back to primary school in some places, and don't want to take that away. Your point is that you don't want to devote resources to recruiting girls that could be better used on boys. You hope the situation will change in the near future, but this is what is demanded by current conditions.

Secondary Education (7-12): Again, there is little room for negotiation on this issue, particularly for secondary education; adolescence requires gender segregation. You believe that the enrollment targets for secondary school should be 5% of girls and 60% of boys that complete primary school. After completing primary school, most students but especially girls, are unable to continue to secondary school for a variety of reasons. Therefore, scarce resources should be devoted to recruiting male students.

Female Teachers: Consistent with the separate but equal view of gender, teachers may not work with students of the opposite sex. This would be entirely inappropriate. Strict gender division is necessary. Moreover, given that the most important population to focus on at this time is boys, increasing the number of female teachers is not a main concern. Therefore, no national target should be set.

Resources

The MoRCA has little to offer in terms of resources beyond guiding the negotiations with the light of Islam. However, if negotiations were favorable to Islam and the positions of MoRCA, many of the top-officials in the Ministry would be able to garner significant financial grants from Islamic organizations around the world. You know that the MoE is advocating for the building of new schools, and these organizations could be generous supporters of such efforts. However, this money would likely need to be earmarked for the building of madrassas (Islamic religious schools), although schools would be built for boys and girls of all ages. This would be one way to overcome the resource issue and provide gender equity in education. You are also aware of the role the MoRCA could play in supporting the Constitutional directives of balancing a central administrative state with local involvement, considering the intertwining of religion and local governance.

United Nations Assistance Mission in Adlabad Confidential Organizational Information

Background

The United Nations Security Council created the United Nations Assistance Mission in Adlabad (UNAMA) about 5 years ago. The UNAMA mandate was recently renewed for an undetermined amount of time. It is likely that this mandate will expire sometime next year.

UNAMA's overall function is to promote peace and stability in Adlabad by leading the efforts of the international community, in conjunction with the Government of Adlabad, in rebuilding the country and strengthening the foundations of peace and constitutional democracy. UNAMA has over 1,300 staff, the vast majority of whom (around 80%) are Adlabad nationals. UNAMA coordinates all activities of the UN system in the country and works for the establishment of strong and sustainable Adlabad institutions. The framework for cooperation between the Government of Adlabad, the United Nations, and the international community is outlined by the Adlabad Compact, a blueprint for working towards peace and security, rule of law, good governance, human rights protection, and sustainable economic and social development. UNAMA is an "integrated political mission", directed and supported by the United Nations Department of Peacekeeping Operations. The goals of UNAMA are broad and cover many areas such as governance, security, and economic development, among others. The integration of these many goals is guided by two pillars: one involves development and humanitarian issues, the other involves political matters.

In terms of the RFP negotiations, you are primarily concerned with the elements of the UN resolution and the UNAMA mission that directly affect education. Among the most important of these are the responsibilities of UNAMA to lead civilian efforts to:

- Promote more coherent support by the international community to the Adlabad Government;
- Provide political outreach through a strengthened and expanded presence throughout the country;
- Provide good offices in support of Adlabad-led reconciliation programs;
- Support efforts to improve governance and the rule of law and to combat corruption;
- Play a central coordinating role to facilitate the delivery of humanitarian aid; and
- Support cooperation in working for a more stable and prosperous Adlabad.

Per the UN resolution, a number of guidelines must characterize the work of UNAMA in achieving these goals: all activities of the work should be coordinated and determined by Adlabad needs and priorities; as many nationals as possible should be placed in official posts; and the cardinal principle to follow when working with Adlabad institutions is capacity-building. Basically, UNAMA's ultimate goal is to work itself out of a job.

Given these guidelines, as an administrator, you must recognize the lead role played by the Adlabad Government in general, and the Adlabad Ministry of Education (MoE) in particular. Specifically, UNAMA recognizes the MoE as having both the Constitutional rights and responsibilities of taking the lead in the area of primary and secondary education, although per UN guidelines, UNAMA must also recognize the authority of the Ministry of Religion and

Cultural Affairs (MoRCA), and to a significantly lesser extent the nationals that make up the ranks of the Revolutionary Association of the Women of Adlabad (RAWA). Although you aren't sure at this point, it is likely that all of these organizations will have different, if not competing, interests. Add in USAID, the fifth player in this negotiation, and bargaining becomes very delicate.

Complicating the situation even further is the UNAMA cardinal rule: capacity-building for Adlabad institutions. As an administrator, and as a person, you feel very strongly about this part of the UNAMA mission. In fact, capacity building may be the part of your job that you love most and take most seriously. It is absolutely your responsibility to see to it that whatever is negotiated in the RFP process will produce stronger and more sustainable Adlabad institutions, both in government and civil society. As far as you can predict, this means several things for you as a UNAMA negotiator. First, it is likely that MoE, MoRCA, and RAWA (i.e., the Adlabad institutions involved in the negotiation) will advocate positions that won't meet your high standards for capacity-building. Second, it is likely that USAID (the only non-Adlabad institution and western at that!) will propose endeavors that are in greater alignment with the capacity-building goals of UNAMA. If this happens, you may face the delicate challenge of balancing not only the interests of all the other organizations, but also of balancing two competing elements of the UNAMA mission – Adlabad autonomy and institutional capacity-building.

Finally, the development goals themselves are problematic, at least in the context of this negotiation. UNAMA, in conjunction with the MoE, seeks to provide immediate learning opportunities in primary education to help millions of Adlabad students return to school. Nevertheless, there are not enough learning spaces and teachers to accommodate all of these children. You also are aware of the critical needs for girls' education and personally believe that the gender issues are ridiculous, despite the fact that they are deeply rooted in the culture, religion, and traditions of the Adlabad people. UNICEF, a major partner with UNAMA, reports that safety, security, distance from home, and inadequate school facilities are the main reasons cited by families for not sending their children, especially girls, to school. The shortage of female teachers continues to be a main obstacle to girls acquiring an education; male teachers working with female students is often thought to be disrespectful and unacceptable in many areas of the country. Female illiteracy in the nation is estimated at 85%, although it is likely higher. In the capital city, several thousand girls are enrolled in school, but widespread gender disparities persist in many provinces and rural areas where girls represent only a small fraction of total enrollment. Hope for educating girls is great though, and leaders are emerging to support this cause. For example, Zarah Ansari, Principal at the Maleka School for Girls says, "Even if we don't have the resources we need, we will find a way to teach the students. If we have no chairs, no desks, no classrooms, we will teach them under the trees. The future of our country, it lies with these girls. Their education is the future of Adlabad; and some education is better than none at all." This inspires you to succeed in these negotiations.

Specific Positions on Development Goals

You take these negotiations very seriously. Your foremost goal is to "get the ball rolling" in a way that builds institutional capacity and sustainability and autonomy. This is especially true because the UN resolution could expire next year, and you don't know if it will be renewed. To

this end, you feel that it is your responsibility to make sure the MoE is empowered, but also support the MoRCA, as it is a major actor in the government and governance of Adlabad. You are also sensitive to the needs of RAWA; one of UNAMA's goals is to empower Adlabad expatriates and nationals, and to help build a strong civil society. You think RAWA is a strong contender to help in that effort. And, of course, it will be important to gain the support of USAID, as that organization comes with the most necessary resource at this point in time – money.

You believe that co-ed or single sex schools will work and have no preferences about the gender of teachers and students. Ultimately, you believe that it doesn't matter in what gender groups students learn, because ultimately, education in and of itself will lead to gender equality. Moreover, you have decided to pursue realistic and attainable education goals. Although you prefer to err on the side of setting high targets, you also realize that targets can and will move upward over time as progress is made. The most important thing now is to take the first steps in the right direction.

Primary Education (Grades 1-6): You are flexible with respect to co-ed or single sex schools; ultimately, the principle of autonomy dictates that this is an Adlabad choice, although you strongly believe in girls' education and won't support a decision that doesn't build that capacity. The enrollment targets for primary school should be 40% of girls and 65% of boys who currently lack educational access.

Secondary Education (7-12): Again, autonomy requires this to be an Adlabad choice, as long as that choice builds capacity. Your goal is to move forward. For this reason, your target enrollment levels for secondary school are 35% of girls and 65% of boys that complete primary school. You realize that it is unlikely that large numbers of girls will continue their education past 5th grade, but that it is far more likely that parents will support educating boys in secondary school.

Female Teachers: As with above, autonomy and capacity building are your number one goals, and you will respect any decision that contributes to those goals. Nevertheless, you personally believe that teachers should be able to work with children of any sex because it is the best use of scarce resources and the best way to help meet other development goals. Your target for the number of female teachers nationwide is 20%.

Resources

You have the support and expertise of the many UN agencies at your disposal. Given this, you can marshal significant financial resources (likely hundreds of millions) and human resources to help with the efforts. However, these resources are constrained to the extent that they are used for plans that support the UNAMA mission. Any promise of funding must be justified accordingly. Moreover, your work over the last several years has placed you in close contact with many institutions of Adlabad civil society and sympathetic NGOs throughout the world. Activating this network may prove critical to securing an objective, nation-wide needs assessment. Also, it could be useful in activating various arenas for civic engagement so that the people of Adlabad can voice their opinions on educating their own children. Such an effort would well serve the UNAMA mission, and could also be useful to the Ministries and others working to rebuild the educational infrastructure of Adlabad.

United States Agency for International Development

Confidential Organizational Information

Background

The U.S. Agency for International Development (USAID) is working with the Government of Adlabad to build a safe, free, and prosperous future, and to ensure that it is a country at peace with its neighbors and a friend to freedom around the world. USAID provides the largest bilateral civilian assistance program to Adlabad with almost 8 billion U.S. taxpayer dollars spent on development programs over the last 5 years. With numerous projects in several sectors ranging from economy to transportation and from energy to water, USAID assistance is playing a major role in reconstructing this shattered country into a peaceful, prosperous, and democratic nation.

You believe that USAID is vital to improving the lives of the Adlabad people. As a new administrator with USAID, you take pride in assisting this effort; you are helping to lead the way to economic growth led by the private sector, a democratic and capable state governed by the rule of law, and the guarantee of basic services for its people. Certainly, you believe neither that USAID should take all of the credit, nor that Adlabad and its people are incapable. Clearly, Adlabad is committed to developing its human capital and providing its citizens with access to good quality basic health and education services. Nevertheless, in your opinion, one of the most critical roles played by USAID is in building democratic institutions and increasing the capacity of those institutions to perform in a participatory, accountable, responsible, and democratic manner. Personally, you think that more efforts should be aimed at enabling Adlabad citizens to be a part of a dynamic civil society and to participate in the decision-making process about the future of their country. The official USAID stance, as well as your own personal view, is that the education of children and youth is critical to the long-term success and sustainability of these efforts. Only investment in Adlabad's human capital - that is, in its people - will lead the country to prosperity, peace and stability on a long-term, sustainable basis.

Although USAID is operating a number of programs and services within Adlabad, two areas are especially important to the RFP negotiations. First, the 'democracy and governance program' seeks to support Adlabad's commitment to a representative, broadly accepted national government, capable of promoting national unity and curtailing the role of extremists. In particular, USAID is providing logistical and technical support for institutionalizing the rule of law, helping to establish and strengthen the core Adlabad Ministries and local governments, and working to foster and strengthen a viable civil society.

Second, the 'education program' is built around a strategy designed to support basic education, higher education, and literacy, combined with productive skills training for out-of-school youth and adults. In each of these sub-sectors, USAID focuses on improving teaching, institutional systems, and instructional materials. Program activities include training and technical assistance to strengthen teacher and administrator performance; development of teacher-training curricula, performance standards, and certification and information systems; and printing of textbooks. Each of these programs has detailed implementation and management plans. In the past, USAID has assisted with the construction of learning spaces. Since the fall of the previous regime, USAID has built or renovated over 650 schools; it then became critical to recruit students and

teachers to fill these new facilities. With this in mind, USAID was extraordinarily active in paving the way for the passage of the new development goals. Now, the major focus of USAID is on increasing student enrollment and recruiting more female teachers. USAID has no solid implementation or management plans to meet these goals, and you realize (though many of your superiors do not) that meeting these goals will require cooperation with Adlabad organizations. They will have expertise about local culture and values that will be useful to these efforts.

Beyond this local expertise, you are not convinced that any of the other organizations participating in the RFP negotiations really know anything about public management. RAWA is a group of 'revolutionaries' (that certainly can't be good), and the Ministry of Religion and Cultural Affairs (MoRCA) seeks to propagate Islam, not good government and governance. You had high hopes for the Ministry of Education (MoE), but when you tried to research the Ministry to prepare for the negotiations, you found a terrible website. You are shocked that for all of the billions of dollars poured into Adlabad's redevelopment, this extremely important Ministry doesn't even have a usable website. Setting up a website is not hard in this day and age! And, a website is the most logical way to convey to the world that the MoE is dedicated to improving the educational system in Adlabad and to track progress in a transparent and public way. Clearly this Ministry is in the dark ages of public management. You even doubt the abilities of UNAMA; its mission could expire within a year, and the UN is notorious for its red-tape and bureaucratic hierarchies.

You are also deeply concerned that negotiations will focus too much on the role of Islam in Adlabad's education system. To bring Adlabad into the modern era, education is essential. Moreover, this education should conform to western standards. This cannot be argued. You don't mean to suggest indoctrination of any sort, but the fact of the matter is that western systems of education are extremely well developed and have a lot to offer Adlabad. At this point in the nation's development, it is too risky to allow the development of an education system that revolves around Islam. The world knows all too well the potential evils of the madrassa system. You fear that Islamic education could allow for the rise of fundamentalism, and the indoctrination future terrorists. While you understand that Islam is important to their national education efforts, you will in no way support efforts aimed at propping up madrassas and will rebuke those who push too strongly for Islamic education.

Specific Positions on Development Goals

You see yourself as a freedom fighter of sorts, a leader for democracy in this repressed and still sometimes repressive state. You are a strong believer in the work of USAID, and as a new administrator in the organization, you want to prove your value. You will do everything possible to negotiate an agreement that supports both USAID's mission and the redevelopment of the Adlabad education system.

Your public management education has taught you the value of resources – they must be used efficiently and effectively and for the purposes to which they have been allocated. This means that you will support student enrollment and teacher recruitment efforts, not the building of schools, especially madrassas. USAID has already (re)built schools across the nation; certainly there is no need for more schools.

Primary Education (Grades 1-6): Given the limited resources available to this effort, the only option that makes sense is to have co-ed schools. Moreover, co-ed schools in the west reinforce the ideals of gender equality. You want to shoot high – for those currently out of school, the enrollment targets for primary school should be 40% for girls and 60% for boys. Hopefully, after a year or two of implementation, these targets can be raised.

Secondary Education (7-12): Again, given limited resources and western standards, the only option that makes sense is to have co-ed schools. The same enrollment targets make sense to you – of those who complete primary school, secondary school enrollment targets should be 40% for girls and 60% for boys.

Female Teachers: Clearly, teachers should be able to work with students of the opposite gender. To do otherwise would be a foolish use of resources; it would thwart efforts at recruitment and reinforce gender discrimination. Nevertheless, you are sensitive to historical and cultural realities. For the time being, you would be satisfied with a national target of 35% female teachers, although you would like to raise this target in the very near future.

Resources

USAID has significant financial resources (in the billions) to grant to this effort. But this money doesn't come without strings. The fundamental goal of USAID in Adlabad is to champion democracy – democracy won't happen if Adlabad sticks to its overly old-fashioned, traditional, and Islamic ways. Although the agency won't publically admit this, you know it is an unspoken truth. It is critical that this money be spent to bring Adlabad's educational system up to western standards as much as is possible in this time and given this situation. Your immediate bosses will be perturbed, to say the least, if you commit resources, to anything seen as being non-western, or more accurately, too Islamic.

Despite the money you bring to the table, resources are finite. Given the limited resources, and the need for Adlabad to show progress in the area of education, it is important to set high, but attainable targets, and to use the resources efficiently and effectively to meet the specific development goals of student enrollment and teacher recruitment.

Revolutionary Association of the Women of Adlabad Confidential Organizational Information

Background

The Revolutionary Association of the Women of Adlabad (RAWA) was established in 1977 as an independent political/social organization of Adlabad women fighting for human rights and social justice. The founders were a number of female Adlabad intellectuals who united under the sagacious leadership of a woman named Marzieh. In 1987, Marzieh was martyred when she was assassinated. Today, many men have joined RAWA in its work.

RAWA's original objective was to involve an increasing number of Adlabad women in social and political activities aimed at acquiring women's human rights. Despite the suffocating political atmosphere, RAWA very soon became involved in widespread activities in different socio-political arenas including education, health, and income generation, as well as political agitation. Before the coup d'état a decade ago, RAWA's political activities were aimed at the establishment of an Adlabad government based on democratic and secular values.

After the coup, RAWA became directly involved in the war of resistance. Unlike the majority of the vaunted "freedom fighters" of the resistance, RAWA advocated a pro-democracy, pro-secularist, and anti-fundamentalist stance. Since the overthrow of the regime, RAWA's political struggles have focused on women's rights, and in particular against what they call the "ultra-male-chauvinistic and anti-woman orientation" of the society.

Demonstrations have been a hallmark of RAWA's political activities, and will continue today if necessary. As one key RAWA leader recently said, "Our uncompromising attitude against the enemies of our people has cost us dearly, as witnessed by the martyrdom of our founding leader and a large number of our key activists. Nevertheless, we have unswervingly stood, and continue to stand, by our principles despite the deadly blows that we have been dealt."

Despite the horrors and the political oppression, RAWA work has been of tremendous value to women and children. Numerous RAWA activists worked in refugee camps, addressing the immediate needs of refugee women and children, establishing schools, hostels, and mobile hospitals. In addition, it has conducted nursing courses, literacy courses, and vocational training courses for women.

Though activities inside Adlabad are frequently underground and restricted due to the prejudiced behavior of the government and some citizens, RAWA is successfully running "home-based" schools and literacy courses. For the time being, it is running schools for girls and boys, and literacy courses for women and adolescent girls who are frequently forbidden from attending schools, particularly when they are co-ed. RAWA's work is difficult and dangerous. It brings together women and girls to discuss concepts such as women rights, the need to fight against gender discrimination and patriarchy, the necessity of education and social participation, concepts of democracy and civic freedoms, and the ways to solve the Adlabad problems.

RAWA believes that freedom and democracy can't be donated; it is the duty of the people of a country to fight and achieve these values. Again, a key RAWA leader has said, "Under the U.S.-

supported government, the sworn enemies of human rights, democracy, and secularism have gripped their claws over our country and attempt to restore their fascism on our people once again. Whenever gender discrimination and patriarchy exist in our injured land, the problems of Adlabad will not be solved. Today our mission is far from over. Apart from the political challenges facing RAWA, tremendous social and relief work among unimaginably traumatized women and children lie ahead of us. We must work hard for the establishment of an independent, free, democratic, and secular Adlabad. Education is critical to this effort.”

Given the revolutionary nature of RAWA and its history, you are an incredibly unlikely partner in these international educational efforts and negotiations! As a ranking RAWA member, you are bemused by this stroke of luck and excited about the prospects of what this could mean for not only RAWA, but for all Adlabad women and children. Yet, you are also wary of this invitation, and see it as possibly an attempt to undermine RAWA and co-opt the organization and its mission. The fear of persecution lingers like a dark cloud over all RAWA members, affiliates, and patrons.

You realize that you will face difficult choices in these RFP negotiations. On the one hand, you are devoted to the revolutionary cause and ideology of RAWA. Through war and political turmoil, RAWA has vocally opposed oppression and stood up for what is right. You find this strict adherence to democratic, secular, and humanitarian principles, even in the face of execution and assassination, to be admirable. Nevertheless, you are extremely aware of the fact that the organization is struggling due to the lack of international support. The once strong ranks have dwindled and fundraising is getting harder. You see these RFP negotiations as an important opportunity to give legitimacy to RAWA and its efforts. To gain that legitimacy, you may have to compromise some of your principles. You are devoutly secular, but the Ministry of Education (MoE) and the Ministry of Religion and Cultural Affairs (MoRCA) will push for Islamic education. You are reluctant to support USAID, since this organization is a representative of the American administration, and American decision to replace one bad regime with another angers you. You may have an ally in the United Nations Assistance Mission in Adlabad (UNAMA), but that remains to be seen. Compromises that violate RAWA principles will not be accepted by those within RAWA. There is a delicate balance to be sure.

Specific Positions on Development Goals

You take these negotiations very seriously. Finally, an opportunity has come to really advance the causes of RAWA! You are absolutely committed to reaching an agreement that is democratic and secular and promotes gender equality. Your number one goal is (and always has been) to achieve women’s rights and gender equity.

Primary Education (Grades 1-6): Given the rampant historical and cultural gender discrimination, girls will not succeed unless schools are single sex. Enrollment targets should be 100% for girls and 100% for boys. Nothing less than 100% enrollment will do. Lower targets will only slow progress and reinforce the status quo. 100% targets are symbolic and can propel the nation to work toward that goal.

Secondary Education (7-12): Again, given the rampant historical and cultural gender discrimination, girls will not succeed unless schools are single sex. This is especially true at the

secondary school level, a time where when girls reach adolescence and are often traded by their families to men for meager dowries. Nothing less than 100% enrollment targets are acceptable. Lower targets simply send the wrong message!

Female Teachers: Consistent with the above argument, students will learn best from a teacher of the same sex. Moreover, the recruitment target should be 50% - any other target would be fundamentally unfair.

Resources

Unfortunately, RAWA does not enjoy financial support from international NGOs or governments; its monies come from the donations of private individuals. You are well aware that this increasing lack of funds impedes RAWA's educational and humanitarian efforts and threatens the future of RAWA and its mission. For this reason, you believe that it is critical to have a successful negotiation.

Although RAWA has no financial resources, it does have much to contribute to education efforts. Your work underground has given you intimate knowledge about specific needs and how to connect with communities, with women and children, and with refugees. For example, you know that parents are more likely to send their children to school when they have participated in decision making pertaining to education – such participation generates their buy-in and greater trust. In addition, during its work over the last several decades, RAWA has built a strong network of allies who could be incredibly valuable in recruiting teachers. In fact, you personally know of dozens of the female teachers (and even more male teachers) who fled Adlabad under the previous regime and now reside in refugee camps. If the RAWA membership was activated, you could probably locate hundreds of qualified teachers.

Although your intimate local knowledge and networks may prove to be very helpful in implementation of the plans, you must be cautious about offering these resources. If there is too much a religious bend to these negotiations and the decided agreements, it is unlikely that RAWA would offer such support. Years of terror and exile have taken their toll; many are afraid and suspicious of Government-supported activities. Too many family members, friends, and colleagues have been murdered.