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COST METHODOLOGIES - NONFORMAL EDUCATION

Progress Report: Phase I

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John Summerskill
Educational Testing Service
Princeton, New Jersey

NARRATIVE SUMMARY: OVERVIEW OF PROJECT

The plight of rural families and the urban poor in LDCs, and the scarcity of educational resources, has greatly increased interest and investment in programs of non-formal education. However, the development of procedures to assess cost effectiveness/benefits for these programs has not kept pace. The purpose of this project is to provide, in two phases, LDC and AID education planners and decision-makers, at varying levels of analytical capacity, alternative methodological and procedural means to determine cost effectiveness/benefits in relation to proposed non-formal education projects. The alternative methodologies to be developed and presented will vary according to needs and capacities in specified LDCs. These methodologies will be tested in Phase II of the project in four selected field sites. Major products of the research will be a state-of-the-arts study; a report of typologies of LDC policy needs and capacities; a set of improved economic indicators and measurement techniques; methodological manuals including a procedural guide and detailed case studies; a series of seminars and workshops, advisory service, and short-term training on the methodologies developed. The work will be conducted, in close collaboration with AID/W, the project's consultative panel, and appropriate LDC personnel.

PROJECT DESIGN

The project will be conducted in two phases. In the 15 months of Phase I work will proceed towards three ends:

- 1) A state-of-the-arts-study to provide a theoretical and empirical base for describing the complexities related to educational development within the context of national development strategies, and for evaluating the effectiveness of policies and programs within

the educational sector. The study will include a review of economic and educational development literature and an examination of past applications of costing methodologies, particularly with respect to non-formal education in developing countries.

- 2) A report of typologies of LDC policy needs and administrative and technical capacities regarding the utilization of costing techniques, to sharpen the focus and applicability of measuring devices for evaluating educational systems and programs.
- 3) Methodology manuals consisting of (a) improved economic indicators and sets of systematic procedures, to institute a long-term process of improving data collection, data processing, and data feedback for more accurate estimation of various educational costs and benefits; and (b) procedural guidelines to offer operational guidelines for LDC and donor planners in determining methodological adjustments appropriate to a country's particular need and capacity situation.

In the 21 months of Phase II, efforts begun during Phase I will be extended by three major activities:

- 1) The field testing of methodologies in four regional sites which will provide detailed case studies in applying the suggested data collection and processing procedures under conditions of widely ranging policy needs and administrative and technical capacities.
- 2) The revision of the typology report, methodology manual, and procedural guidelines, according to the results of the case studies.
- 3) Seminars and workshops in conjunction with the field tests and refinement of final drafts of the manuals, and the provision of advisory services to AID and LDC planners along with short-term training for

LDC personnel in the selection and use of the methodologies, where such training is indicated.

PROGRESS IN PHASE I

Phase I of the project has progressed on schedule. However, as the project has evolved certain tasks (e.g., field site selection) have required more time than anticipated while other tasks (e.g., the "typologies" report) have taken less staff time than planned.

Task 1. State-of-the-Arts Study

This study was completed on schedule with a review of economic and educational development literature and an examination of past applications of costing methodologies, particularly with respect to nonformal education in developing countries. (Cf. State-of-The-Arts-Paper: Cost Analysis in Nonformal Education, Lockheed, M. E., Young, K., et al., March, 1977.) Copies were supplied AID as specified in the contract and additional copies are available to researchers from ETS. >

Task 2. Typologies Report

The project staff spent considerable time trying to develop "a report of typologies of LDC policy needs and administrative and technical capacities regarding the utilization of costing techniques." A useful and interesting schema for classifying LDC needs and capacities with respect to cost analysis has been submitted to AID. However, we found that a comprehensive classification of LDC needs and capacities would require far more staff time than is available due to the diversity which exists between and within LDCs. We propose another look at the typology schema once the list of LDCs has been sharply reduced for Phase II of the project.

Task 3. Methodology Manuals

This work, of central importance to the success of the project, is well along:

a) In March, 1977, AID/W received the required number of copies of Assessing Nonformal Education Projects: An Initial Exploration, by Victor Levine and Joyce Moock.

b) A second background paper for the preparation of Methodology Manuals has recently been drafted, cf., Cost-Benefit Analysis of Nonformal Education: Theoretical Foundations and Practical Applications, Kan Young, August, 1977.

c) Outlines for the Manuals have been prepared from three differing perspectives: i) economic analysis of costs and benefits (V. Levine); ii) systematic estimation of project costs and outcomes (J. Emery); and iii) project evaluation, including costs (J. Moock and S. Ball).

The major task immediately ahead is to simplify and integrate the documents prepared by the project staff so there will be interesting and effective teaching material for the seminars and workshops envisioned in Phase II.

Three types of material will be produced:

a) Manuals for workshop participants and others, setting forth procedures and guidelines for evaluating costs and cost benefits/effectiveness in non-formal education.

2) Case Studies, in parallel with the Manuals, to illustrate from "live" field data how determinations are made of costs and benefits (including, of course, problems in data collection and analysis).

3) Instructors' Guides incorporating the more theoretical and specialized economic background which instructors should have in order to effectively present and use the Manuals and Case Studies. (This material for instructors

will be abstracted from the staff papers cited above.)

The project staff is now concentrating their efforts on the development of the Manuals and Case Studies with these further steps to be taken in the next month:

- a) Integrated, draft outlines of Manuals to be written in Princeton;
- b) A meeting scheduled in Princeton September 20-21 with Stephen Klees of EDUTEL to coordinate preparation of Manuals and Case Study materials;
- c) Commissioning of Case Studies by researchers not directly associated with ETS.

N.B. In the first year of the ETS project we realized that provision should have been made to use good examples of economic analysis of nonformal education conducted by other researchers. Officials of AID/W agreed that this would be a cost-effective way to develop case study material and an additional appropriation of \$30,000 was made to commission researchers in different countries to prepare cases from existing data.

d) Decisions on sites for field testing of methodologies (as described in ETS Phase I papers) with the realization that procedures and guidelines set forth in the Manuals will be modified as a result of field experience.

Task 4. Field Site Selection

Although not listed in the original proposal as a major Phase I task, ETS has, in fact, spent considerable time and effort this past year investigating appropriate field sites for the project. With the concurrence of AID/W and clearance from local missions, the following countries were visited:

Afghanistan - Victor Levine is presently in Afghanistan and will report approximately September 12 on opportunities for evaluating costs and outcomes of nonformal education programs in that country.

Botswana - Joyce Moock of ETS and David Kline of Harvard visited Botswana in November, 1976, and in June and August, 1977. They have prepared a

detailed proposal for an information system on nonformal education (a management information system). Although final action on the proposal has not been taken by AID and the Government of Botswana, the ETS project will have case material from the costing of the information system mentioned above. The Dean of the Botswana Extension College has also indicated interest in cooperative work on cost analysis of nonformal extension education.

Costa Rica - John Summerskill went to Costa Rica in October, 1976, in conjunction with other ETS business. The Director of the AID mission in San Jose was very positive about our efforts to improve evaluation in non-formal education and there are rural development programs in progress which could yield case material for this project.

Guatemala - After visiting Costa Rica, Summerskill went to Guatemala at the suggestion of AID/W. The Basic Village Education Project, with AID funding, is a sophisticated experiment on the cost-effectiveness of various educational delivery systems in relation to the agricultural productivity of peasant farmers. With the cooperation of the contractor, the Academy for Educational Development, ETS would likely have access to these data on costs and yields. A number of other opportunities for cooperative work in Guatemala were discussed and can be acted upon now.

Indonesia - At AID's request Victor Levine of ETS is now visiting Indonesia and will report in mid-September on possible project work in that country.

Kenya - In November, 1976, Joyce Moock, returning from Botswana, stopped briefly in Kenya, and John Summerskill was also in that country in January, 1977. Both staff members identified researchers and projects with data relevant to this project.

Paraguay - In January, 1977, Marlaine Lockheed went to Paraguay at AID's request and reported that the Nonformal Education Project there is "optimal for commencing a cost study." At that time the ETS team had no Spanish-speaking members but we now have available, part-time, Luis Laosa who conducted "Field Experiments on the Effectiveness of Nonformal Education Techniques Among Rural Villagers in Ecuador." We will soon submit to AID a letter stating our interest in evaluative work in nonformal education in Paraguay.

Trip reports have been filed with AID for each of the authorized site visits described above.

In addition to these site visits, the ETS staff has had considerable interaction with others concerned with education and development in LDCs by participation in meetings at Michigan State University, the University of Massachusetts, AID, The World Bank, the Academy for Educational Development, the Overseas Liaison Committee of the American Council on Education, the National Institute of Education. Moock and Levine delivered a paper related to the project at the annual meeting of the Comparative and International Education Society. Many discussions were held with individuals in similar work at Harvard University, EDUTEL, the University of California at Berkeley, and other institutions.

PHASE II

Phase II of the project flows directly from the Phase I activities described above and, in fact, we have already taken a number of steps in Phase II. Plans for Phase II are:

Task 1. Final Site Selection

Final sites will be selected in the next few weeks from the possibilities outlined above.

Task 2. Methodological Case Studies

Case studies will be developed in four or five field trials and, as previously mentioned, additional cases will be obtained by commissioning other researchers who have conducted cost and benefit studies in nonformal education.

Task 3. Typology Validation and Revision of Manuals

We are still not certain that a comprehensive classification of LDC needs and capabilities is feasible with the limited staff time supported by the contract -- but we will try a classification according to needs and capabilities evident in the LDCs cooperating in the field trials. Manuals will be revised according to field trial results.

Task 4. Workshops and Seminars

ETS would like to conduct two workshops in the summer of 1978, to evaluate and improve manuals and case studies with participants from AID missions and LDCs. The workshops would be held in regional centers outside the United States and would last approximately ten days. Advisory services would also be available for analysis of planned and on-going projects in nonformal education.

Task 5. Dissemination

Published materials will be distributed in accordance with the contract.

Task 6. Final Report

At the end of Phase II final reports will be made covering Phase II activities and the project as a whole.

APPENDIX I

Documents Attached to Phase I Progress Report

1. State-of-the-Arts Paper: Cost Analysis in Nonformal Education. Lockheed, Marlaine, and Young, Kan-hua, March, 1977.
 2. Assessing Nonformal Education Projects: An Initial Exploration. Levine, Victor and Moock, J. L., March, 1977.
 3. Memo on an approach to the design of analytic tools in terms of needs and capacities. Levine, Victor, September, 1976.
 4. Manuals and guides for cost analysis:
 - a) Rough draft -- Cost benefit analysis of nonformal education: Theoretical foundations and practical applications. Young, Kan-hua, August, 1977.
 - b) Hierarchical lists of cost and benefit elements. Levine, Victor. May, 1977.
 - c) User's Guide -- Outline. Levine, Victor, May, 1977.
 - d) User's Guide - Workbook. Moock, Joyce, August, 1977.
- N.B. Trip reports were submitted to AID/W after each field site visit by ETS staff.

ETS

August, 1977

MANUALS

USERS' GUIDES AND WORKBOOKS -- OUTLINES