

NONCAPITAL PROJECT PAPER (PROP)Country Worldwide-Interregional Project No. _____ 2/p.Submission Date April 22, 1971 Original X Revision No. _____Project Title: Non-Formal EducationU.S. Obligation Span: Ty 1971 through FY 1973Physical Implementation Span: FY 1971 through FY 1974

Gross life-of-project financial requirements:

U.S. dollars-----\$450,000

U.S.-owned local currency-----None

Cooperating country cash contribution-----None

Other donor-----None

Total \$450,000

NON-FORMAL EDUCATION

I. Summary Description

This project is designed to produce a series of studies which will facilitate understanding of the nature and role of non-formal education in the development process. It is part of an A.I.D. priority problem effort to better understand and, as appropriate, to stimulate the increased use of non-formal education to relieve education and human resource development problems of the LDCs. Such problems are critical to the LDCs. They justify donor efforts to assist in their resolution as is documented in the following basic reference to this PROP:

1. "Priority Problems in Education and Human Resources Development--the 1970's"
(TA/EHR Staff Paper of November, 1970.)
2. "Action Program and Work Plan in Non-Formal Education"
(TA/EHR document of March, 1971.)

Non-Formal Education refers to learning outside the formal school system. Its variety, many forms and multiple purposes are elaborated in the foregoing references. This specific project will help to build a systematic base of knowledge on non-formal education in response to growing needs for such authoritative information in the LDCs. It will contribute to education planning, assist in the rational choice among various human resource development strategies, and provide program options to the donor community and to the LDCs. Throughout this project attention will be focused on achieving the maximum return or useful educational output from the limited resources available to the LDCs for investment in education and human resource development.

The specific work products of this project will be a series of documents providing a systematic body of knowledge, planning guides, new insights and alternative strategies which are needed to undergird future efforts in non-formal education. Each of the nine subject areas of study are reviewed in some detail subsequently in this paper. For summary purposes, the subject listing which follows gives a rough indication of the areas of inquiry involved. While identified as individual items, there will be a high degree of coordination and interrelationship among the various studies. Additionally, this work will be carried out in such a manner as to take into account other important efforts going on in the non-formal education area and to form linkages with other appropriate institutions and groups throughout the world which are concerned with the subject matter. The highly preliminary cost estimates by subject are entirely informal and are provided only to indicate roughly the general level of effort involved.

<u>Subject</u>	<u>Estimate(\$000)</u>
a. Historical Perspectives	53
b. Categorization and strategy	50
c. Country Comparisons	60
d. Learning Effectiveness	79
e. Economic Factors	60
f. Case Study Survey	66
g. Model Feasibility	37
h. Administrative Alternatives	22
i. Participant Training Design	23

This will be a three year, university contract project at a total cost of \$450,000. The planned distribution of funding by fiscal years is as follows:

FY 1971	\$150,000
FY 1972	200,000
FY 1973	<u>100,000</u>
Total	\$450,000

This project is designed primarily to obtain a specific group (i.e. study documents - see para IV p.12 below) of useful products. /As a result of doing the work required, the U.S. institution involved will be developing a resource base of knowledge and skills to enhance AID's ability to respond to significant IDC requests for assistance in the non-formal education area.

II. Setting or Environment

During the past twenty years, the IDCs, assisted by external donors, have made impressive educational gains. Primary enrollments have more than doubled. Secondary and higher education enrollments have virtually quadrupled. Even with this record of achievement, however, there now are more school-age children in the IDCs outside of the formal education system than are enrolled within it.

Given the social demands for education in the IDCs, the impact of population growth on the dimensions of the problem and the severely restricted resources available, it is increasingly clear that many laudable educational objectives are beyond the reach of the IDCs in the foreseeable future if it is assumed that the only instrument to achieve such objectives is expansion of their conventional formal school systems.

The paragraphs above introduce briefly the overall educational "setting" within the LDCs which is elaborated in the two A.I.D. reference documents noted earlier. For purposes of this project, it should be noted that non-formal education (learning outside of the formal school system) has been identified as one of three priority problem areas for A.I.D. attention in the education and human resources field for the years ahead.

Actually, non-formal education--or learning outside of the formal school system--has been a continuing feature in all LDC educational environments as it has been in all of the developed countries. In a historical sense, it is formal education in schools which is a relative latecomer to mass education -- its growth coinciding roughly with the advent of the modern era.

Within the overall technical assistance program, many A.I.D. projects in agriculture, health and other fields have been either non-formal education efforts or have had important non-formal education components or byproducts. Within the education field, however, A.I.D. and other donors, along with the LDCs themselves, overwhelmingly have interpreted educational development as synonymous with the development of each nation's formal schooling system.

Thus, non-formal education has been and is an important educational force in the LDCs and AID and other donors have and do program substantial activities in this area. Yet, there has not been, to this point, an accompanying and meaningful recognition by either the donors or the LDCs themselves of the role of non-formal education in development or its potential to alleviate their educational and human resource problems.

It is only recently that learning outside and beyond the formal educational system is attracting increasing general attention as a crucial input to economic development and as a possible means through which to alleviate education and human resource problems. There is a growing awareness that formal education alone is frequently not well directed to specific developmental tasks, and, in terms of investment, may not yield expected and required returns.

does not imply criticism of disparagement of formal education. This awakening of interest in non-formal education/ Instead, it is more of a long overdue recognition that all of the means through which to facilitate human learning should be given appropriate attention in determining the optimum mix of educational efforts within the resource capabilities of the IDCs.

The early signs of growing interest in non-formal education by donors and recipients are propitious. Unfortunately, however, very little is known about the subject in a systematic way. This is particularly true of non-formal education in its entirety or as an overall "system" of education. However, it is equally true of the many components or "subsystems" of the whole, some of which may have legions of specialists but few real authorities in the sense that such expertise would be useful to the overall education planner.

The lack of systematically organized knowledge about non-formal education may be due to several reasons. First, in most countries non-formal education enjoys little status and it tends to be ignored by educational planners. Second, even in the developed countries there have been few comprehensive studies of non-formal education

and in the LDCs there are virtually none. Third, our lack of knowledge about non-formal education may be due in part to its amorphous character. In contrast to formal education, which can be readily identified and studied, non-formal education as a whole is an elusive target consisting of a wide-ranging conglomerate of educational activities without common direction, coordination, or clearly identified linkages. In these respects, non-formal education maybe characterized as a non-system.

In another sense, however, non-formal education is a learning system of great significance in the development process. The very diversity of its activities make it responsive to developing a rich variety of skills and attitudes. These learning activities in themselves may be sharply focused and seemingly unrelated, but the net effect is the development of competencies essential to social and economic development. In its very pluralistic contributions to development, non-formal education is a system of great importance.

Its size, too, is impressive. For example, one of the few overall studies of this matter in the U.S. and the USSR indicated that the non-formal education efforts in these countries are roughly equivalent in size to their total formal education efforts. In the U.S. there are individual corporations with educational establishments as large as those of good-sized universities, and the educational activities within our armed services are equal in size to the combined total formal education efforts of several states.

Within developed countries non-formal education makes an extremely important contribution to all facets of human resources development,

of both a general and a highly specialized nature. One of the important characteristics of such activities is that they often begin in order to meet very real needs and end when such needs no longer exist. In this sense, non-formal education efforts frequently are more responsive to actual needs and new concepts, as determined in society and in the marketplace, than are formal and traditional educational endeavors.

Emphasizing non-formal education does not necessarily mean de-emphasizing formal education. It does mean giving attention to another dimension of education which can provide learning experiences for a large number of people in the places and environments in which they live. In fact, these two types of education are thoroughly intertwined and should be examined as interdependent parts of the total learning system.

There are at least five major reasons for concentrating efforts on the improvement of non-formal education at this time given the setting and environment of the IDCs:

First, traditional, formal education is becoming prohibitively expensive for many of the developing countries in sheer terms of numbers of students and availability of financial resources. In most countries costs for schooling are increasing faster than enrollments and faster than national incomes. There is hope, still to be tested, that in some cases non-formal education may be a more efficient use of resources.

Second, the skills, knowledge and capacities of the labor force are developed as much, if not more, through experience, on-the-job training, and other kinds of non-formal education as through formal

schooling. More attention to and more money invested in the most productive programs of non-formal education should increase its prestige and effective contribution to national development.

Third, a substantial proportion of the present population of some developing countries receive little or no formal education at all. This group's only chance for skill and knowledge development, therefore, is through some kind of non-formal education.

Fourth, in the past decade most external assistance for education has been channeled into formal education with relatively little attention to non-formal education and training. It would appear now, however, that the higher payoffs for new investment in human resource development may be achieved in the non-formal area.

Fifth, assistance to non-formal educational endeavors may serve to induce host nationals to re-examine their priorities and goals in their total plans for educational development. Current practices which ascribe high prestige to formal educational programs having low functional value may be highlighted by contrasting them with more functional non-formal endeavors which may be better suited to LDC conditions. A re-ordering of priorities with respect to non-formal education, therefore, may be an important input affecting more inclusive dimensions of change within formal education and social change generally.

III. Strategy

The basic reference documents, specifically the "Action Program and Plan for Non-Formal Education", contain the basic strategy for activities in this problem area. In brief, the immediate task may be stated in three parts: (1) to define non-formal education and determine its importance as a component of national education for development; (2) to study, document and disseminate information on successful examples of non-formal education which appear suitable for experimentation and application in LDCs and (3) to provide professional and financial support for research, experimentation and implementation of those models which appear most promising, or for new concepts which appear worthy of testing.

The Action Program considers some of the major obstacles to effective performance to be:

- a) The lack of a clear definition and a concept of non-formal education which enables it to be approached systematically;
- b) The isolation, both physical and social, of the population groups most clearly in need of non-formal education opportunities; and
- c) The lack of basic knowledge regarding subject matter, alternative means of delivery, and specific effects of non-formal education.

These obstacles must be understood and dealt with if non-formal educational efforts are to become more effective. The Action Program identifies broad needs for both basic research and pragmatic case-by-case reviews: (a) to identify examples of non-formal programs

successful or unsuccessful - which have been competently studies, analyzed and recorded; and (b) to identify current examples of significant projects or programs and to document them in a form for study, experimentation and trial elsewhere.

This case study approach is one which appeals to both the LDCs and the external donors. AID, through the joint efforts of TAB and the Regional Bureaus, has queried all Missions by airgram asking them to identify one or more significant activities in non-formal education which might be suitable for more detailed study and documentation. The response has indicated a large range of possibilities, corresponding to the importance attached to this problem area in the field. Among examples are: the mobile trades training activity in Thailand; industry financed training in Colombia; rural service programs for university students in Ethiopia; and the experimental use of agricultural cooperatives as educational institutions in Pakistan.

At the present time other development agencies are pursuing interests in non-formal education and TAB is in close contact with these developments. The IBRD, for example, has granted funds to the International Council for Educational Development (ICED) to develop a series of case studies. UNESCO has had a long-standing interest, and the Institute of International Education Planning (IIEP) has expressed interest. Within A.I.D., one Africa Bureau has contracted with the African American Institute for work in this field.

The Action Program assesses the range of talents available to AID in the non-formal education field as a whole, concluding that there are many specialists in its various components but not full authorities in the overall field. This paucity of established overall talents in the field is not

entirely negative in that there is no traditional doctrine to be overcome. The interested people understand the strengths and weaknesses of formal education in the less developed countries, but have modest opinions of their knowledge and experience of non-formal education. Uniformly, they see themselves as "learners and doers" in association with the LDCs. Their broad experience enables them to understand the concept of non-formal education and its important role in the development process.

To move toward a deeper and more professional approach, early efforts in this field are intended:

- a) To develop and promulgate a better understanding of non-formal education and its potential contribution to development;
- b) To initiate appropriate arrangements to stimulate interest in and understanding of non-formal education within AID/W and USAIDs;
- c) To open lines of communication and cooperative planning with other development agencies having potential interest in this field of activity;
- d) To begin the development of basic resources and institutional capacities for long-range work in the subject area; and
- e) To initiate actual working experience with the subject at this preliminary stage in order to bring important "real life" considerations into play very early in the process.

This specific project is designed to obtain definite work products rather than aimed primarily at strengthening a resource base. It is believed, however, that the development of the work products in themselves will strengthen the intellectual resources in this field within

the U.S. institution involved. Directly, it will produce for AID a systematic body of knowledge, planning documents, new insights and alternative strategies which are badly needed to undergird future efforts. Indirectly, it will begin to create at a U.S. institution the deeper and broader array of talent needed to respond to this Agency's needs in the field.

IV. Planned Targets, Results, Outputs and Courses of Action

This project is to result in the preparation of a series of documents essential to the development of AID work in the non-formal education problem area. The development of these materials is the planned target of the project, and they will be its measurable result and output. A.I.D. will have use for such materials during their various stages of development. The final documents will be designed for maximum usefulness and will be of a quality standard suitable for publication.

The specific courses of action to achieve the end products desired will be at the discretion of the U.S. institution involved in consultation with TA/EHR. However, all are to be prepared within an interdisciplinary context and focused on the non-formal education problem area relating to the LDCs. 1/ (see note on page 18)

Essentially, the U.S. institution will be responsible for a number of efforts which will help to add new depth of understanding and knowledge to AID efforts in the non-formal education problem area. Specifically, it will provide reports, studies, handbooks guidelines and other forms of documentation and planning materials. These materials will undergird action, research, and strategy development related to non-formal education. Careful attention will be devoted to a systematic

review of what exists, what is known and not known, and what is feasible and advantageous for future assistance activity. These reports will be essential to establishing priorities and assisting in strategic choices over the years ahead.

These studies are noted briefly in the paragraphs which follow. They are listed as individual items for ready identification. However, there will be a high degree of coordination and interrelationship among them. Each will be prepared in an interdisciplinary context and focused on non-formal education as it relates to the LDCs. Additionally, this work will take into account other important efforts in the non-formal education area and linkages will be formed with other appropriate institutions and groups throughout the world which are concerned with the subject matter. It is of primary importance that all such documents be prepared from the perspective of action orientation and usefulness to donors and the LDCs.

A. Historical Perspectives

This basic study will provide a perspective on non-formal education and its relationship to formal education over time. It will also cover organizational and structural matters and comparisons between formal and non-formal systems. It will suggest trends and problems at various stages of development and identify turning points and significant issues drawn from a historical review which should affect current efforts.

B. Categories and Strategy

This paper will conceptualize the non-formal system in terms of various categories--by geographic area, by delivery system, by target

group, by objectives, by substantive content, etc. It will help to organize knowledge and facilitate comparative analysis within the field. It will also contribute by elaborating strategies for program development within specific categories and within specific country systems. Special attention will be given to the options and strategies open to external assistance agencies in the non-formal field, particularly AID or another bilateral U.S. agency.

C. Country Systems Comparisons

Comparative studies will be made of several country situations where non-formal education efforts have been prominent and some success has been attained. This report will be based on broad surveys of the learning system in several countries with special attention to non-formal components, their scope, cost, relative importance, problems and apparent limitations. It will also attempt to assess the state of readiness for non-formal education innovations. The countries selected should reflect several of the regions of the world in which A.I.D. is involved, and the method used should facilitate cross-country comparative analysis. Special attention should be given to actual or potential system linkages in non-formal education. The work should be designed to provide useful insights for education planners and others.

D. Relationship to Learning Effectiveness

Several papers will identify components and variables relating to learning effectiveness which are most critical in non-formal education situations and processes. Included will be a review of existing ethnopedagogical, anthropological and sociological research and theory to determine their present potential contributions to problem solving and

*(Countries will be selected in consultation with personnel of affected Regional Bureaus.)

action in LDC non-formal education efforts. These will provide hypotheses for future research and elaborate on possible small scale experimentation. These papers will help to provide necessary depth to efforts in this field and may suggest future applications from the behavioral sciences to the non-formal education process. The essential aim is to garner from work on learning effectiveness any available insights on how to achieve the maximum learning effectiveness at the lowest cost.

E. Economic Factors

The potential of non-formal education having a relative cost advantage in the education field, or certain components thereof, is a primary reason for AID interest in this area. We, of course, are also interested in a broader range of economic factors and considerations as they affect non-formal education, including its potential to attract financial support from sources other than those devoted to formal schooling. Additionally, there are economic factors involved in such aims as the broadening of educational opportunities. At present, there is a wide and scattered array of studies and information touching on one or several of the economic factors involved in non-formal education. There is not, however, a systematically organized and analyzed study of such scattered information which could provide us with real economic insights relating either to non-formal education as a whole or to the particular segments of such activities which may become of high priority interest to AID. This study would be a preliminary effort to fill this void. Essentially, it will be an assembly of what is known and an analysis thereof, providing some positive guidance in itself but also

revealing the major gaps in such knowledge and a sense of the relative importance of future work to fill such gaps. In this sense, it is not expected that there will be undertaken within the confines of this study original efforts, such as new cost-benefit or cost-effectiveness studies of specific projects. As in the case of the other economic factors involved, however, this study should collect, identify and derive some preliminary judgements from such cost-benefit and cost-effectiveness work as already has been done in this field.

F. Case Study Survey

A survey will be conducted of specific examples of non-formal education. Potential case studies might be examined more completely to determine replicability in other settings, cost-benefit comparisons, problems of measurement, variables which are important to success, and relationship to the formal system. Included will be examples of unsuccessful as well as successful non-formal education projects. Without foreclosing the opportunity for original case studies, this effort essentially will be of a survey and analytical nature, taking advantage of case study work already done or in process.

G. Model Feasibility Report

This paper will undertake initial work and planning related to developing a model of the human resource sector with full attention to the role of non-formal education within the total system. Essentially, this will be a feasibility report which examines the potential for model building in the education and human resource development area, with an appraisal of its long term and practical benefits and costs.

H. Administrative Alternatives

This report will compare and examine various administrative alternatives for creating and managing specific non-formal education

programs and non-formal education on a broader basis. It will draw on existing experience in administering apparently successful non-formal education programs. Arrangements for national management direction or purposeful guidance of non-formal education as a whole appear to do not now/exist in the LDCs. A comparative study of options available for such a purpose will be included in this work.

I. Participant Training Designs

Alternative designs for providing participant training in non-formal education will be prepared and evaluated. On the assumption that training of leaders and other participants in this field should incorporate a different and innovative mix of experiences, this training strategy document should be a highly practical tool in planning specific country-oriented training in the U.S. and/or third countries.

J. Data and Relationships

This work item, unlike the others enumerated above, is not expected to result in an end product report of publishable quality. Actually, the work visualized under this heading would be something of a by-product from the other efforts undertaken. More specifically, we desire that the U.S. institution involved: (a) retain in a data bank type of facility all of the important information which it gathers on non-formal education in such a way that it may be retrieved using key variables; and (b) record from among its various contacts with institutions and individuals throughout the world those having important insights and interests in the non-formal education field who might be considered for future collaboration in action and research activity in this area. There will be calls on these two types of

resources. Some of the requirements will be for written materials of various kinds but probably not in the sense of publishable documents as noted in the earlier subjects listed.

1/ Addendum to page 12: Throughout the project the contractor and TAB Project Manager will endeavor to utilize USAID views and knowledge concerning the problem in those LDC non-formal education activities selected for study. Similarly, efforts will be made to involve host country institutions and personnel in the studies in consultation with USAID and AID personnel.

NONCAPITAL PROJECT FUNDING (OBLIGATIONS IN \$000)

PROP DATE April 22, 1971
 Original X
 Rev. No. _____
 Project No. _____

Table 1
 Page of _____
 COUNTRY: Worldwide-Interregional Project Title: Non-Formal Education

Fiscal Years	Ap	L/G	Total	Cont ^{1/}	Personnel Ser.			Participants ^{1/}		Commodities		Other Costs	
					AID	WASA	CONT	U. S. Agencies	CONT	DIF U. S. Ag	CONT	DIF U. S. Ag	CONT
Prior through Act. FY1971		150	150	150			150						
Oper. FY1972		200	200	200			200						
Budg. FY1973		100	100	100			100						
B + 1 FY _____													
B + 2 FY _____													
B + 3 FY _____													
All Subs.													
Total Life		450	450	450			450						

^{1/} Memorandum (nonadd) column

Note that format of this page is same as E-1a.

If a second page of table is used, space year-line entries on second page at same location as on first page.

*Proj. 9310934
OH-*

PROJECT AUTHORIZATION

1. PROJECT NUMBER 931-11-690-934	2. COUNTRY Worldwide-Interregional	0125
3. PROJECT TITLE Non-Formal Education		5. AUTHORIZATION DATE May 13, 1971
		6. PROP. DATES

a. Number of Years of Funding: 3
Starting FY 1971 - Terminal FY 1973

b. Estimated Duration of Physical Work
After Last Year of Funding (in Months): 12

7. FUNDING BY FISCAL YEAR (in U.S. \$ or \$ equivalent)	DOLLARS		P.L. 480 SEC. 4 FREIGHT	LOCAL CURRENCY Exchange Rate: \$1 =			
	GRANT	LOAN		U.S. OWNED		HOST COUNTRY	
				GRANT	LOAN	JOINTLY PROGRAMMED	OTHER
Prior through Actual FY							
Operational FY 1971	150,000						
Budget FY 1972	200,000						
B.Y. FY 1973	100,000						
B. 7 FY							
B. 8 FY							
All Subsequent FY's							
TOTAL	450,000						

8. SPECIAL SPECIAL FUNDING CONDITIONS OR RECOMMENDATIONS FOR IMPLEMENTATION, AND LIST KINDS AND QUANTITIES OF SPECIALIZED COMMODITIES

10. CONDITIONS OF APPROVAL OF PROJECT

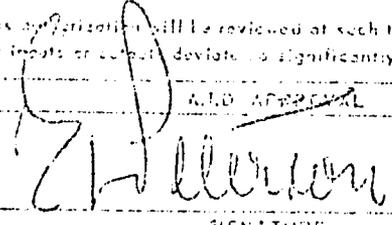
Clearances: EA/TECH - R. Johnson *5/14/71*
 AFR/DP - M. Belcher/D. Shear *5/14/71*
 TA/EM - K. Levick *5/14/71*
 TA/PM - J. Fisher *5/14/71*
 TA/EMR - J. Hilliard *5/14/71*
 TA/EMR - W. S. McCall *5/14/71*

(Use continuation sheet if necessary)

11. Approved in substance for the life of the project as described in the PROP, subject to the conditions cited in Block 10 above, and the availability of funds. Detailed planning with cooperating country and drafting of implementation documents is authorized.

This authorization is contingent upon timely completion of the self-help and other conditions listed in the PROP or attached thereto.

This authorization will be reviewed at such time as the objectives, scope and nature of the project and/or the magnitudes and scheduling of any inputs or outputs deviate significantly from the project as originally authorized or to warrant submission of a new or revised PROP.

SIGNATURE  AA/TA, E. L. Peterson TITLE	AND APPROVAL	CHANGES	DATE
		HESA/TECH - B. Mowbray <i>5/14/71</i>	
		IA/DR - J. Sleeper <i>5/14/71</i>	
		VA/DP - D. Jones <i>5/14/71</i>	
		TA/EM - K.S. Levick <i>5/14/71</i>	