

Educational planning and its relationship to ...

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**EDUCATIONAL PLANNING AND ITS RELATIONSHIP
TO NATIONAL PLANNING**

*Page 11 fairly good.
Early pages fail to define fears
of manpower approach
distorting ed'l planning.
Don't take us very far.*

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EDUCATIONAL PLANNING AND ITS RELATIONSHIP TO NATIONAL PLANNING

Before a meaningful discussion of A.I.D.'s role in promoting educational planning can take place, definitions for the terms "educational planning", "education plan", and "educational planning assistance" must be reasonably well agreed upon. This brief paper is intended merely to serve as a point of departure for formulating acceptable definitions.

In education more than in any other of the technical service fields there is bound to be confusion regarding the nature and scope of the planning process. It has generally been referred to as sector planning, but several of the references in the legislation and in the policy guidance manual seem to imply that educational planning is something more than sector planning, although sector planning is bound to be an integral part of it. This implication is particularly strong in Chapter 2, Title II, Sec. 211 of the Act of 1961:

General Authority - (a) The President is authorized to furnish assistance on such terms and conditions as he may determine in order to promote the economic development of less developed friendly countries and areas, with emphasis upon assisting the development of human resources through such means as programs of technical cooperation and development. In so doing, the President shall take into account (1) whether the activity gives reasonable promise of contributing to the development of educational or other institutions and programs directed toward social progress, . . .

(b) In countries and areas which are in the earlier stages of economic development, programs of development of education and human resources through such means as technical cooperation shall be emphasized, and the furnishing of capital facilities for purposes other than the development of education and human resources shall be given a lower priority until the requisite knowledge and skills have been developed.

The section of the Act quoted above clearly assigns highest priority to education and the development of human resources under certain conditions, and it indicates that attention should be given to the contributions to the development of education by essentially non-educational activities. Thus the implication that planning which must take into consideration educational criteria must take place in addition to, and integrated with, planning in the sector of education.

There is, of course, the additional problem of confining educational planning to a single sector when virtually the entire methodology for executing technical assistance programs is concerned with the educational process, i.e. the transfer of knowledge. The point at which technical assistance activities cease to be primarily educational is not always easily discernible, particularly in such fields as community development, labor, and agriculture where the training component of a program is almost always much larger than the capital component.

The current emphasis on education, particularly its role in providing trained manpower, has resulted in an increased awareness of the importance of education in the developmental process, but it has apparently been able to influence the thinking of economic planners only to the point of converting an educational system into a trained-manpower mill. The fact that decisions must be made which vitally concern education at stages of the planning process which the economists appear intent to preserve as their area of eminent domain could have dire consequences. It is significant that the President is charged "to take

into account (1) whether the activity gives reasonable promise of contributing to the development of educational or other institutions and programs directed toward social progress. . .", but this would appear difficult to achieve unless educational planners have a voice in overall planning beyond the limited area of the education sector.

Much of the difficulty arises from the economist's propensity to quantify which is in turn attributable to his drive to achieve precision and comparability. Much has been written on the investment/consumption aspects of education and the approach has been to measure the magnitude of investment by assessing the costs of obtaining an education. Most of the controversy regarding this methodology is concerned with the means of identifying that proportion of expenditure on education which is consumption and that which is investment.

If one accepts for the moment the validity of considering investment in education as investment in human capital (the magnitude of which is determined by calculating that expenditure on education which is not consumption), it is only natural that economic planners should emphasize manpower training as the prime contribution of education to the economic developmental process. However, this is a limited concept which actually measures only the stock of human resources but not the rate of investment of such resources in the productive process.

The controversy regarding the proportion of the cost of education which represents investment can be explained by the fact that the decision to invest human resources in the productive process is most

often made after the training takes place. The situation is somewhat analogous to the determination of what proportion of automobiles manufactured can be considered as capital goods. This cannot be determined until it is known what use will be made of the product.

Thus, a two-stage operation is involved. Investment in education is an investment in the stock of human resources which can be quantified. The investment of human resources in the productive process, however, takes place when the individual actually applies his training to a task. The only investment of human resources which takes place when the individual is trained is in the form of the trained manpower used for the training process.

The decision to apply human resources to the productive process is of paramount importance. If the decision is not made or is poorly made, possession of an abundant stock of trained manpower will be of little or no more use than a plentiful supply of poorly utilized natural resources. Of crucial importance in making the decision to invest are the attitudes and their philosophical foundations which limit the alternatives and the fund of knowledge which assists in identifying reasonable alternatives and determining priorities among them. These are contributions of education to the process of national (or social) development which are equally as important as the training of manpower.

Planning is much more than the setting of priorities and goals which appear realistic in terms of available resources. Successful planning is based upon the ability to predict or project. Planners may examine a very large number of alternative goals and activities which

are theoretically possible. The fact that a set of goals is selected and resources committed to activities directed toward their realization represents:

1. the assumption that the necessary resources are available;
2. the judgment that activity goals and overall goals are related and that realization of the former will contribute toward reaching the latter; and
3. the prediction that basic attitudes, patterns of individual and group behavior, the system of formal and informal rewards and injunctions will permit, and hopefully encourage, those individual and group actions and decisions essential to the realization of activity and overall goals.

Projecting this into a theoretical planning problem, consider the situation where one high priority goal is to raise agricultural production and another goal of equally high priority is to improve living conditions in rural areas. One activity related to both goals is to improve agricultural methods. A manpower analysis determines that 300 high-level and 3,000 middle-level manpower units trained in the appropriate agricultural techniques will be required to produce a marked increase in per capita agricultural productivity which should, in turn, begin to improve living conditions. This is the point at which the overall goals are related to education and it is left to the education sector planners to determine the ways and means of meeting the goal of 300 high-level and 3,000 middle-level manpower units.

Educational planners then determine that the manpower goals can be met by establishing a system of 4-year agricultural secondary schools and an agricultural college on the higher education level. Scarce resources within the education sector are allocated to this activity at the expense of other types of educational activities. Thus, one of the sector goals has become the production of a previously determined number of agricultural specialists at the high and middle levels. It is a quantitative goal against which progress can apparently be measured.

Upon examining this planning exercise, it is clear that, among other things, the planners:

1. consider current agricultural productivity to be too low;
2. attribute this low productivity to technological deficiencies;
3. decide that the training of 300 high-level and 3,000 middle-level agricultural specialists represents the best means, among all feasible alternatives, of introducing the necessary technological change;
4. assume that a sufficient number of persons will make the decision to enter the training programs;
5. predict that 300 and 3,000 of the graduates of the higher and secondary schools will make the decision to invest their newly acquired skills in such a way as to increase agricultural production;

6. predict that the agricultural community will be sufficiently receptive to technological change to allow those trained specialists to bring about needed changes; and
7. assume that educational planners should be limited to planning the fulfillment of limited, quantitative sector goals which implies that educational planners should have no role in determining the most appropriate method or activity for meeting a goal.

Although this type of approach might be considered by some as an example of integrated planning, it could have highly undesirable results. Does the measurement of progress toward achieving the quantitative education sector goal provide any measure of progress toward meeting the goal of increased agricultural production? Given the narrow frame of reference, the educational program might be judged highly successful because it fulfilled its quantitative goal but be a complete failure in the sense that it failed to produce any increase in agricultural production. This fact could go unnoticed and the education sector could continue blithely onward fulfilling and over fulfilling goals which will result in a wastage of scarce resources unless some other, equally important goal is being met unknowingly. It could also result in another educational decision being made above the educational planning level and another quantitative goal handed to the educational planners for implementation.

The complexities of the problem can best be realized when one considers that many such quantitative goals would be presented to the educational planners in an actual planning situation. Unless educational planners participate in the formulation of the sector goals there is a strong possibility that most, if not all, of the priorities in the education sector will be determined by non-educational planners. This raises the question whether such a planning procedure would result in the integration of educational planning into national planning or the sublimation of educational planning to the role of fulfilling trained manpower quotas set by national planners.

In summary, planning decisions which involve the consideration of educational criteria must take place at various stages of the planning process. Thus, educational planning activities can be categorized into three broad types:

1. broad planning which determines the relative emphasis on education as compared to other sectors;
2. planning which determines priorities for specific educational activities and programs; and
3. planning the implementation of activities and programs once priorities have been established.

"It is A.I.D. policy to encourage the development of effective national planning processes in the developing countries." (Chapter 2, Section 2.4 of Program Guidance Manual.) Other portions of the Manual make it clear that the "planning processes" include sector planning. The major problem area in rendering technical assistance

to education and to educational planning is concerned with the second type of planning listed above. What are clearly understood cause-and-effect relationships between specific educational factors and identifiable social, political and economic phenomena which are so essential to that phase of planning which determines objectives and the best means of achieving them? It is this area which is crucial.

Current emphasis on the role of education in the economic, social and political developmental processes is intended to promote the integration of educational planning into overall planning so that there is a clearer understanding of the educational goals which must be met if goals in other sectors are to be fulfilled. Section 211 of the Act charges the President to "take into account whether the activity gives reasonable promise of contributing to the development of educational or other institutions directed toward social progress."

The first chapter of the Program Guidance Manual states:

The purpose of our aid programs include the encouragement of the forward-looking elements in government, of progressive groups in the private sector, of educational reforms which will make the society more open and pragmatic. . .

Emphasis on Human Progress. Our objective of improving living conditions and increasing the potential for self-fulfillment of people in the receiving countries has its roots in the American belief in the dignity and worth of the individual. It includes his right to participate in determining his own and his country's goals and the method of achieving them. It includes his obligation to share in the effort and his expectation to share in the yield. This is what social development means.

In many countries social and political problems - traditional attitudes and patterns of behavior, obsolete and inflexible institutions and self-centered and short-sighted oligarchies, old and new - are greater blocks to

development than economic problems. Apathetic populations, lack of law and order, sharp ethnic or regional or religious divisions, divided or irresponsible political leadership, corrupt or incompetent administration, are barriers that in many cases are more formidable than limited natural resources, scarce technical skill, or lack of capital. Moreover, growth is often profoundly disruptive, and real progress may be accompanied by serious social and political tensions. An aid policy which focuses too narrowly on economic development therefore is inadequate. Development assistance must be directed toward the need, in all sectors of national activity for programs and projects that utilize and encourage the attitudes of men, as well as their abilities and skills.

. . . These considerations underscore the need for strict concentration, careful planning and careful administration of social programs.

The formulation of policy and the selection of programs in education which will result in reasonably predictable social, economic and political progress requires:

1. a concept of the social, political and/or economic goals one is trying to achieve and an ability to determine the extent to which such goals are mutually complementary;
2. a concept of the ways in which education can achieve those goals; and
3. an understanding of ways in which the form, substance, quantity, quality, etc. of education affect its capacity to achieve desired national goals.

Professional specialists possessing the above qualifications are at best exceedingly scarce in the less developed and more advanced countries alike. This poses four major problems in connection with technical assistance programs:

1. Planning Assistance - making the best possible use of existing resources to do the best job of planning possible under present circumstances;
2. Research - investigation of the interrelationships between education and the processes of growth, development and refinement of planning techniques, and other types of research which should produce a more soundly based, viable body of theory to support a more concerted, precise attack on the educational **problems** of the less developed countries;
3. Training - supporting the development of an appropriate curriculum for and the actual process of training educational planners; and
4. Planning Evaluation - the administrators of technical assistance programs which are intended to support the national effort in host countries must have, or be able to draw upon, professionals competent to evaluate the host country's planning effort in terms of objectives, internal consistency, and feasibility and further, to determine priorities for supporting selected portions of the plan based upon the donor country's basic policy and capability.

"Missions may encourage better planning through day to day working contacts; participant training; conferences; aid to national or regional development planning training centers; and the direct use of planning advisors." (Chapter 2, Sec. 2.4)

"The plan defines a reasonable rate of progress toward (such) targets and thereby provides a benchmark for evaluating performance. This means that the U. S. initial study of the plan must be thorough, for once the decision is made to support a plan, it will be difficult to establish more ambitious self-help goals later, or to reduce the pressure for unreasonable amounts of aid linked with over ambitious targets. (Chapter 2, Section 1.24). In any case, A.I.D. must remain free to judge a country's development plan independently. (Chapter 2, Section 2.4).

The above excerpts from the Program Guidance Manual clearly indicate that whether or not A.I.D. is directly involved in rendering planning assistance, it must have, or be able to draw upon through official channels, the capability to evaluate the planning efforts of host countries in terms of their goals, internal consistency, and feasibility. A.I.D. should also be capable of recognizing goals within a plan which appear to be of highest priority because of their potential effect on the total economy.

The major role assigned to education by the Act and the Program Guidance Manual requires that educational planning efforts of host countries be very carefully evaluated. This would appear to be the minimum level of involvement in the educational planning process. What further involvement would appear to be essential to enable A.I.D. to discharge its responsibilities in accordance with the Act?

Two sections of the Act should be considered in terms of their potential contribution to A.I.D.'s total resource position.

Section 241. General Authority - The President is authorized to use funds made available for this part Developmental Research to carry out programs of research into, and evaluations of, the process of economic development in the less developed friendly countries and areas, into the

factors affecting the relative success and costs of development activities, and into the means, techniques, and other aspects of development assistance as he may determine, in order to render such assistance of increasing value and benefit.

Section 621. Exercise of Functions - . . . In providing technical assistance under this Act in the field of education, health, housing, or agriculture, or in other fields, the head of any such agency or officer [charged with administering the Act] shall utilize, to the fullest extent practicable, the facilities and resources of the Federal Agency or agencies with primary responsibilities for domestic programs in such fields.

These sections make it possible for A.I.D. to cooperate with other Federal agencies in developing programs of mutual concern and in making the best possible use of professional resources within the Federal government. In the case of education and educational planning, cooperative programs might include:

1. cooperation between A.I.D. and USOE Division of International Education Studies to make the best possible use of professional resources and programs of research in the field of comparative education;
2. cooperation between A.I.D. and USOE to develop and support programs of study to train educational and overall planners; and
3. cooperation between A.I.D. and USOE in such fields as media research, curriculum development, research and development in statistical methods, and contract and cooperative research programs dealing with non-governmental institutions and private individuals to minimize duplication of effort and promote an integrated approach to

solving the major technical problems involved in effectively executing programs of assistance to education and educational planning.

The broadening of A.I.D.'s resource base by the provisions of the Act stated above should be considered as this group inquires into the professional, technical, and administrative requirements which must be met in order for A.I.D. to fulfill its responsibilities in the field of educational planning and planning assistance.