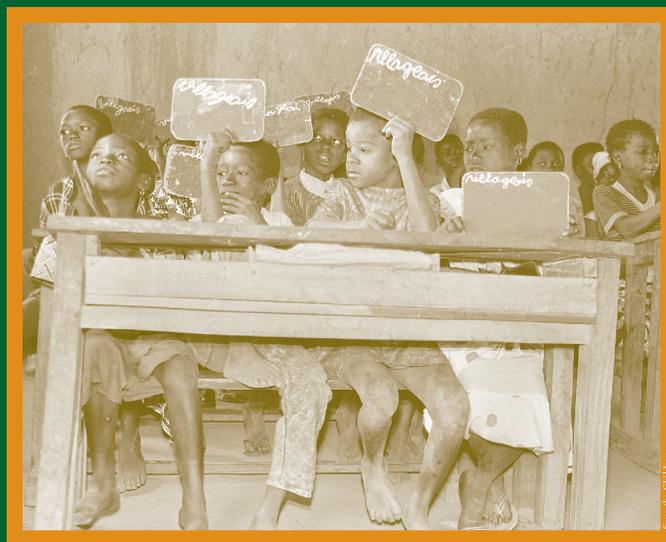


Health and Human Resources Analysis for Africa Project

Community Schools in Mali: A Comparative Cost Study



Karen Tietjen

U.S. Agency for International Development ■ Bureau for Africa ■ Office of Sustainable Development
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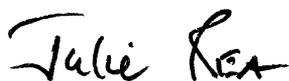
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Foreword

Although USAID’s Africa Bureau has focused its education and training funds on the primary level for over a decade, the fact remains that less than 50 percent of sub-Saharan African children ever set foot in school, and only half of those that do complete. Moreover, among primary school completers, less than half (and only 12 percent of all primary school-age children) master the basic skills needed for lifelong learning, nor do they gain the skills they need just to enter—let alone be competitive in—a globalizing economy.

Though this picture may appear bleak, improvement over the past decade is evident. For instance, in Mali the gross enrollment ratio¹ has climbed from less than 20 percent in 1988 to 50 percent today. Progress is due in part to the Government of Mali’s acceptance that it can’t educate all of its children by itself, and its turning to broader partnerships for advice and material help with the task. One of the ways USAID has helped, in addition to working with Mali’s government to strengthen public schools, has been to fund private voluntary organizations (PVOs) that are helping communities start their own schools.

With a focus on cost, this study explores two U.S.-based PVO approaches to helping communities educate their children. Although these government–PVO–community partnerships are now fashionable in the international development community, this study poses questions about their sustainability. Will the community schools approach continue when foreign funding stops? What are the advantages and disadvantages of the community schools approach when compared to the public school model? And can the models be improved upon so that more children get the education they need to jump into our fast-paced world, on the right foot?



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¹The gross enrollment ratio, the ratio of the total number of children enrolled (regardless of age) to the number of school-age children in a country, indicates the education system’s capacity.

Acronyms

APE	parents-of-students association
BEEP	Basic Education Expansion Program
GRM	Government of the Republic of Mali
IEF	National Inspection Service
IPN	National Pedagogical Institute
MBE	Ministry of Basic Education
NGO	nongovernmental organization
PVO	private voluntary organization
SCF	Save the Children Fund
Unesco	United Nations Education, Science and Cultural Organization
UNSIDA	United Nations Special Initiative for Africa
USAID	United States Agency for International Development
W. Ed.	World Education

Introduction

In most countries today, the public sector is—or is expected to be—the major provider of basic education to its citizens. As education has been increasingly recognized as a critical factor in a nation’s wealth and well-being and not one that can be left to the vagaries of private markets, governments have been called upon to ensure that the widest range of children have access to basic education so that they acquire the skills and knowledge essential to social and economic development. But faced with burgeoning school-aged populations and the growing demand for education, many governments find they are financially and programmatically unable to respond to the diverse needs of many children, particularly poor and rural populations. The gap between the threshold level of educational attainment historically required for economic growth and its provision is especially acute in sub-Saharan Africa, where half the primary school-aged children are not enrolled in school. Of the forty-eight countries in sub-Saharan Africa, at least twenty-three “low enrollment countries” report gross primary enrollment ratios of less than 60 percent.²

The challenge of providing quality basic education to Africa’s children has prompted funding agencies, international organizations, and education ministries to explore alternatives to conventional models of formal schooling. One option that has received considerable attention is the community school. Although several variations exist, community schools are distinguished from traditional government-run schools by their funding sources, governing authority, management structure, organization, and in many cases, curricula. To varying degrees, community schools in Africa are characterized by a high level of local participation, whereby communities assume significant responsibility for creating, constructing, financing, and managing the school, recruiting and paying teachers, and procuring school materials.³

²The criteria for identifying low enrollment countries was established at a 1997 Technical Meeting of the United Nations Special Initiative for Africa (UNSI/A).

³Perhaps the best known and “purist” example of community-created and financed schools are the *écoles spontanées* in Chad. But as instances of community–government partnerships in school funding increase, and the recognition grows that decentralization and devolution of authority to local levels contribute to greater opportunities for community participation in school management, the definition of community school becomes less clear-cut.

Three principal advantages over the conventional schooling model are ascribed to community schools. First is their potential for expanding access to both growing numbers of students and oft-neglected populations such as girls, rural children, and ethnic minorities by shifting the financing burden. Many African nations are unable or unwilling to assume the full cost of providing primary schooling to those children whose families desire it and are experimenting with funding formulas that rely on communities to supplement the budgets of public schools with cash payments or in-kind contributions. Community schools are often perceived by governments (and funding agencies) as a means of defraying expenses and stretching public budgets. And communities, impatient with the pace of expansion of the government education system, step in to found and fund their own schools, which often fall outside public sector purview and support. Essentially, these communities take some of the pressure off the government by fending for themselves.

Second, community schools are considered to be more responsive to the local demand for education, because they are more readily tailored to fit the specific needs and desires of the community. By assuming major funding and management responsibility, communities are better positioned to decide how the schools should be structured (e.g., schedule and calendar), who the teachers are, what should be taught, and what the language of instruction should be. The ambiguous status of community schools in many countries liberates them from close government supervision and allows them a great deal of freedom in decision making, with the result that children—most often poor rural children and girls—who were unable to meet the attendance requirements of government-run schools are able to enroll and complete the community school cycle. Moreover, community schools are thought to promise better learning outcomes because the school and its personnel can be held immediately accountable for its performance; parents are, by definition, more involved in the school and hence more supportive of their children's studies; and the schools' relative autonomy from government control provides greater scope for innovative, learner-centered curricula, materials, and instructional methods.

Finally, community schools are often thought to be more cost effective, delivering instructional services that are comparable to, if not better than, those of government-run schools for less money because they are not

burdened with the established standards and entrenched costs of the government system. Figuring prominently in this cost calculus are teacher salaries and related costs that often consume over 70 percent of the public sector primary education recurrent budgets. Communities, in principle, are free to maximize the efficient use of their resources by allocating their expenditures as they wish and “shopping” competitively for their infrastructure, instructional staff, and materials. Significantly, they are often not required to hire government-trained teachers or pay according to the government salary scale. Further, the opportunity costs borne by households are lower, as community schools are located in the village, reducing travel time or obviating boarding expenses, and the flexible schedules most adopt minimize the tradeoff between school attendance and the performance of household tasks.

These three considerations figured prominently in the U.S. Agency for International Development’s (USAID) decision to support two models of community schooling in Mali. With a gross enrollment ratio of 22 percent (16 percent for girls), Mali was distinguished by one of the lowest levels of primary school enrollment and attainment in Africa at the beginning of the 1990s. Initiated in 1989, USAID’s Basic Education Expansion Program (BEEP) sought to assist the government of Mali in its national education reform effort. USAID encouraged the government to legalize the creation of nongovernmental schools in order to regularize the status of the numerous private schools—urban *écoles de base* and village schools—that were emerging from grassroots initiatives to respond to an upsurge in educational demand. One component of USAID’s program included a grant to an international private voluntary organization (PVO), Save the Children/USA, which had established four community schools (modeled on the Bangladesh Rural Advancement Committee schools) in the cotton-growing Kolondieba district as part of its community development program.

In 1994, following three years of political turmoil, including a *coup d’état* and violent student strikes that disrupted, slowed, and in some cases reversed the accomplishments of the public sector educational reform, USAID increased Save the Children’s grant and provided a grant to a second international PVO, World Education, to develop another community school model, centering on the development of parents-of-students associations, or APEs. These two organizations, in partnership with

several Malian nongovernmental organizations (NGOs), created the *Groupe pivot de l'éducation de base*, a consortium of NGOs working in education in Mali.

As USAID came to better understand the structural, institutional, and budgetary rigidities that could constrain the government's ability to increase the availability of primary education, improve its quality, and ensure its equitable provision, it shifted the bulk of its education sector resources into its community school portfolio. By the year 2000, USAID estimates that the approximately 1,500 schools initiated and 180,000 students supported by its grant funds will account for nearly 8 percent of all primary school enrollments in Mali. But central to USAID/Mali's strategy is that the community school models be able to demonstrate viable, alternative forms of formal primary schooling and inform the government's reformulation of its policy and investment frameworks, the organization and staffing of its schools, and its instructional methods, materials, and curriculum.

Purpose and organization of the study

Purpose of the study

With the prospect of a more effective and less costly model of formal schooling, the enthusiasm for community schools runs high. The Save the Children community school model has attracted particular attention, having been pioneered in Mali and in operation there for several years. Early reviews by Velis (1994) and DeStefano (1996) drew positive conclusions about the impact of the experiment, pointing to some promising results: anecdotal evidence of increased attendance, improved instructional quality, widespread local support, and public–private partnership and collaboration. A more comprehensive evaluation of the community schools (Muskin 1997) found that Save the Children school enrollment and retention figures surpassed those of government-run schools, particularly for girls; their students acquired basic reading, writing, and math skills as well or better than their counterparts in government-run schools; these gains were attributable to school, not household, factors; and the level of community involvement appeared to exceed that in public schools. At the same time, the evaluation raised important questions about the replicability of the model and its compatibility with the formal public school system.

Often in the excitement surrounding the effectiveness of community schools in expanding access, promoting learning, and resuscitating community interest in education, the issue of cost is either obscured or neglected. In the case of Save the Children schools, the dramatically lower teacher salaries and classroom construction costs have captured significant notice, leading many to conclude that its community school model is less costly than its government counterpart and more likely to be cost effective.⁴ This conclusion is frequently interpreted to mean that the community school model is low cost, readily affordable by the community, and, by extension, sustainable. Scant attention has been paid to identifying and

⁴The term *cost effectiveness* in this report is used to describe the relationship between the expenditure per student and the student performance gains achieved, whether in terms of reduced student wastage or increased learning. The 1997 study of Save the Children community schools in Malawi (Williams and Strickland) defines cost effectiveness as the cost per pupil-contact hour of instruction, although they note that this is a proxy measure used to overcome the lack of reliable data on student outcomes.

quantifying the resources required for supervision and support of community schools.

With the bulk of its education resources earmarked for its community school program, the prospect for sustainability has become a key issue for USAID/Mali. While the concept of sustainability comprises many dimensions—effectiveness in producing desired student outcomes, management viability, community willingness to pay, and government acceptance, among others—one of the key elements missing from previous studies and required for future analyses was data on the actual direct costs of the Save the Children and World Education community school models. In addition, USAID was concerned that the World Education model—less understood, and not as far advanced in its development and application as the better-known Save the Children model—was inherently less effective and more expensive. As part of its strategy development process, USAID/Mali commissioned this study on the costs of the two community school programs. A short term goal of the study was to serve as a heuristic tool to jump-start dialogue about the future of USAID’s support of the two models and their comparative advantages, and provide a forum for an exchange of ideas and experience. The data and some preliminary analysis for this report formed the basis of a 1997 workshop uniting the private voluntary and NGO partners (and potential partners) involved in the USAID community school program, and provided the springboard for discussion.

The purpose of this study, however, is to describe and compare the costs of the two USAID-supported community school models in Mali and, to the extent possible, contrast them with government-run schools, in order to get a better understanding of:

- the inputs and true direct costs of the community schools, including hidden costs;
- the range and structure of costs of both community school models and their implications; and,
- the different sources of financing and their relative importance.

Using the cost data as a point of departure, the study also begins to address other critical issues, such as:

- the elements essential to the two models’ operation and support;

- the comparative advantages and weaknesses of each model;
- the implications for adaptation or replication; and
- the prognosis for sustainability.

This is not a cost effectiveness study—it does not attempt to assign a unit cost to various student outcomes, either in terms of efficiency gains or achievement levels. This was not possible at the time of the final data collection (early 1997), because the World Education program was not far enough along to produce meaningful data on student outcomes. Furthermore, even if the data had been available, it was not clear that the two models were intended to produce the same results and could be captured in the same metric.

Organization of the study

The remainder of this report is organized in five sections. Immediately following is a discussion of the methodology and approach and some of the issues confronted in data collection and analysis. Next is a brief description of the two community school models. The question of cost is introduced by a description of the cost structure and discussion of the costs associated with each model. The cost analysis section compares costs of the two models and explores their implications. The final section draws some conclusions about cost effectiveness, affordability, replicability, and sustainability, and suggests future steps and considerations.

Methodology and approach

The data presented in this report was collected by a two-person team comprising an education economist and anthropologist in three week-long field visits conducted in late 1996 and early 1997. The initial visit served to develop the data collection and organization instruments, and obtain cost data on the World Education model. The second visit focused on collecting cost data on the Save the Children model. The final visit was used to verify the data with the two organizations, develop preliminary cost comparisons, and design and conduct a workshop with the various partners in order to present the data for group analysis, debate the ramifications, and discuss the options for improvement.

World Education and Save the Children staff served as primary sources of data and information. Their USAID grant budgets, accounting reports, and vouchers served as principal documentary information sources, but their directors and staff provided cost breakdowns and the extensive explanations necessary to interpret the figures. Cost data for the Ministry of Basic Education was more elusive, despite a series of excellent studies published by Unesco. Time did not permit pursuit of the fine breakdown of expenditures and budgets according to the model developed for analysis of the community schools. Consequently, discussion and comparison with government-run schools is speculative.

Data collection, organization, and analytic instruments consisted of a series of tables, many of which appear in the body and annexes of this report. The key instruments were a description-of-model table that lists the key programmatic and organizational information of the school model, and a heavily annotated chart of accounts and cost structure table that provides a detailed breakdown of costs and explains the considerations and methods used to calculate the figures. Synthesis tables were then prepared in order to compare the two models.

Cost figures can be messy. Definitive bottom line numbers are chimeric, and completely accurate calculations of cost generally elude the researcher. The figures in this report are no different. The reader is cautioned that the amounts presented here are inexact (and probably underestimated), although the reasoning behind each line item is detailed (see Annex 1). Some of the issues confronted in preparing the data were:

- *Grant budgets versus real direct costs.* The bottom line figure on the USAID grants to World Education and Save the Children for

community schools support does not represent the total direct cost of the community school models. Resources—funds, equipment, and staff—from other sources contributed to the development and implementation of the community school program, although USAID was the only donor and the major source of funding at the time. To estimate the true cost of the community school model these off-grant costs must be accounted for and included. In the case of Save the Children, the USAID grants were augmented with resources from its child sponsorship program and community development program grants. Although World Education relied primarily on USAID funds for its community schools, it drew modestly upon the resources of other USAID grants in overlapping geographic areas in the early stages of program initiation. In each case, attempts were made to quantify and allocate these “off-budget” hidden costs, or if dollar calculations were not possible, a “placeholder” notation was made in the cost tables to indicate an expense incurred.

- *Budgeted costs versus actual costs.* Budgets are by definition projections of anticipated expenditure, but they do not always accurately reflect actual costs. For this study, budget documents were used as a fundamental informational tool, but were adjusted according to expended funds reported in vouchers or—better still—new, improved estimates of expenditure informed by implementation experience.
- *Direct costs versus opportunity costs.* The calculations of total costs of the community school models should include direct costs (the cash and in-kind amounts expended to develop and operate the schools) and the opportunity costs (the value of the labor or services foregone by households choosing to send their children to school). In rural areas, the contribution of children to the family income is significant, especially for girls, who often play a major role in the household economy. Recognition of this is intrinsic to both community school models, as evidenced by their locating the schools in the village, flexible calendars, and reduced hours. Due to the

difficulties in estimating the price of child labor, time constraints, and the immediate objectives of the study, this was not done. However, in assessing the affordability and viability of a model this factor should be taken into account. Assuming that the value of children's labor to be the same in the rural areas where the community schools are located (which may not be true), the lowest opportunity costs would accrue to the model with the fewest classroom hours over the course of a school year, as well as with the lowest student wastage rate. This analysis remains to be done.

- *Comparable units of analysis.* Concerns were raised at times that this study was comparing apples and oranges by attempting to align the costs of the World Education and Save the Children programs for review. While this is a valid concern for a cost effectiveness study aimed at measuring and contrasting the “outputs,” there is no reason why the same methodology and metric cannot be used for both models in comparing “inputs.” First, although both models anticipate providing six years of primary education, this study focused on the first three grades, for which the two models had a track record. Second, two units of analysis were used in this study: the *school* and the *student*. The first round of data collection was organized by the amount spent per school and per school year, depending on whether it was a development or recurrent cost.⁵ Other costs of the school models, such as teachers or students, were multiplied out to arrive at a cost per school. The unit used for comparative analysis was the cost per student, to control for the different class sizes of the two models. In addition, a key element of student achievement, the cost per instructional hour per student per year, was used in an attempt to foreshadow future effectiveness rates based on student performance.

Comparability was also complicated by the inherent differences in the two community school models. Efforts were made to control for

⁵There is a 1:1:1 relationship between a village, a school, and the school management committee or APE.

these differences. For example, the district and regional federations of APEs—a feature of the World Education model—were accounted for, but the costs were segregated in the analysis. While the Save the Children model provided funds for school maintenance directly, the World Education model expected the community to finance maintenance expenditures. Consequently, to ensure comparability, the prorated maintenance costs calculated for the Save the Children model were also factored into the World Education model.

- *Going to scale.* The number of Save the Children and World Education community schools may be far greater than the numbers provided for in the USAID grants. Consequently, the organizations may be realizing greater economies of scale, particularly in terms of administrative costs. However, this study used the figures cited in the grant documents—with some strategic adjustments. For example, while all planned 890 Save the Children schools will be established in rural areas, 40 of the 500 World Education schools will be in Bamako or periurban areas. Because of the greater costs associated with these schools, only those costs associated with rural schools were used. The units or norms used in the analysis are presented in Table 1.⁶
- *The real versus the ideal.* The two organizations did not always adhere to the grant models and budgeting norms, with profound implications for estimating costs per student. Although class size was strictly controlled in Save the Children schools, by all accounts the World Education schools exceeded to varying degrees the targeted class size, resulting in larger student populations (a key to lower unit costs, but not necessarily to educational quality). The use of the real and the ideal has varied throughout this study, not in heedless disregard for consistency but rather to produce the most accurate and realistic estimates. The analysis estimates two sets of per-student

⁶The number of schools has recently been adjusted, with Save the Children and World Education each responsible for 700 schools, and a new grant to Africare (which uses the World Education model) covering 80 schools. These adjustments do not affect the unit costs presented in this study.

costs for the World Education schools based on both the desired norm and the reported enrollments.

- *Shadow pricing.* Neither Save the Children nor World Education conducted surveys to determine the exact nature and extent of the community contributions to the school, although the staff consulted appeared to have a good idea of what the typical in-kind contributions were. Based on project staff's notional costs of the various elements and a few quick visits to the market (to check the price of a bag of rice, a day of labor, etc.), monetary values were assigned. In order to ensure comparability, the same values per unit were used for each model. Nonetheless, the reader should keep in mind that estimated averages were used, but not verified.
- *Phantom pricing.* This term is used here to describe the approach to dealing with community school inputs that were supposed to have been provided by the Ministry of Basic Education, but were not. In some cases, costing these inputs was complicated by the inflated values the government assigned to the goods, which far exceeded what it was actually spending in government-run schools. For example, the annual US\$52 per student estimated by the government for texts and materials seemed so unrealistically high that the US\$5 per student per year used by the World Bank in cost projections was used instead to cost out the World Education model. Another instance of pricing phantom government services that affected both World Education and Save the Children budgets was teacher training and inspector visits. To fill the gap, both organizations paid for these services, and, while probably higher than what the government would pay as part of its operating budget, these figures were used in the analysis.

Table 1: Community school grant totals, units, and norms

Item	Save the Children	World Education
Schools	890	500–460 rural, 40 urban
School committees, APEs	890	500–460
Villages	890	500–460
Aggregated APEs	n/a	undetermined, currently 11
Cohorts per school	currently 1 (grades 1–3)	n/a
Classes per school	2 (grades 1–3)	3 (grades 1–3)
Classes per cohort	2, currently 1 (grades 1–3)	n/a
Teachers per class	1	1
Teachers per school	2	3
Teachers per cohort	2	n/a
Children per class	30	60 (70 actual)
Children per cohort	60	n/a
Children per school	60	180 (210 actual)
Classroom/cohort	1 (used for double shifts)	n/a
Classrooms/school	currently 1	3
NGO partners	12 (finite)	10 (to increase)
NGO-supported schools	96 of 176 currently	95 of 95 currently
Schools per NGO	6	66
APEs per NGO	6	66
Villages per NGO	6	66
Director per NGO	1	n/a
Supervisor per NGO	1	1
Animators per NGO	6 (2 actual)	5
Schools per animator	6	12
APEs per animator	6	12
Villages per animator	6	12
Exchange, CFA per US\$1	475	500

Two community school models

At the time the data presented in this report was collected, the Save the Children community school model had been under development for six years, with 176 schools serving 10,600 children in grades 1 through 3 in 176 communities in the Sikasso region, which was distinguished by its 14 percent gross enrollment ratio. World Education started its program in 1995, and by 1997 had established ninety-five community schools in three periurban districts surrounding Bamako and seven *cercles* in the nearby rural Koulikoro region, which had a 37 percent gross enrollment rate.

Although initiated at different times, for different reasons, and by different institutions, there are many similarities shared by the Save the Children and World Education schools. Each has thus far focused on providing instruction for grades 1 through 3, but intends to extend through grade 6 to complete the first primary school cycle.⁷ Both are distinguished by their attempt to respond to community demand for education, the strong role they assign to the community for school management, their easing of key government norms and standards in construction and teacher recruitment, their inclusion of local NGOs in service delivery, and their planned partnership with strategic Ministry of Basic Education services, such as the National Pedagogical Institute (IPN) and National Inspection Service (IEF). Common characteristics called for (but not necessarily practiced) by the models include:

School creation

- schools are established with PVO assistance in response to community demand and according to a “contract” between the organization and the community; and
- schools are village-based, with a relatively small catchment area.

School construction

- schools are constructed of local materials, to more modest standards than government schools; and
- schools are constructed and maintained by the community.

⁷At the time the research for this study was being conducted, the government had determined that primary education comprised grades 1 through 8, consisting of two cycles—grades 1 through 6 and grades 7 through 8.

School operations

- schools are governed by school management committees (Save the Children) or APE committees (World Education) that manage budgets, select and pay teachers, oversee operations, and monitor student enrollment and attendance;
- operating expenses are underwritten by fees from parents;
- teachers are recruited locally and their salaries paid by the community; and
- teachers need not be qualified according to Ministry of Basic Education standards (baccalaureate plus preservice training).

School support and supervision

- supervision and support are provided through regular visits of animators⁸ from the Save the Children and World Education and their partner NGOs;
- teacher training is provided;
- local NGOs are used to implement the community school programs; and
- a partnership exists with the Ministry of Basic Education for the provision of teacher training and inspection services.

There are also notable differences between the two models that stem in part from the deliberate attempt to experiment with different variables and in part to the distinct orientations and strengths of the grantee organizations. The Save the Children model grew from the organization's work in community development and its adult literacy programs, independent of the national education system. World Education had a long track record, both in Mali and elsewhere, of supporting community mobilization and training for self-governance and management, and its program interacted frequently with the government on issues of

⁸*Animators* serve many functions. As *community development specialists*, they assess community interest in supporting a school and help organize and establish APE or school management committees. As *facilitators*, they provide on-the-job training to the school management and APE committees. In the case of the Save the Children schools, animators serve on occasion as pedagogic advisors to the teachers.

decentralization. These two orientations are strongly reflected in the points of divergence of the community school models. The major differences are as follows:

Instructional model

- the Save the Children model has developed its own condensed curricula reflecting rural life, instructional materials, and testing instruments; the World Education model uses the official government curricula, materials, and exams; and
- the Save the Children model uses the local language as the language of instruction for grades 1 through 3, with French introduced in the third grade; the World Education model teaches all grades in French in accordance with Ministry of Basic Education policy.

School organization

- the Save the Children model's student intake is scheduled on a triennial basis with a maximum of sixty children per cohort; the World Education model is based on an annual intake of sixty children. Save the Children schools, as currently configured, will thus never have more than 120 children enrolled—including grades 4 through 6—while the World Education schools could have enrollments of 360 children, which though three times the size of Save the Children schools, would mean class sizes only twice as large;
- the Save the Children class size is limited to thirty children per teacher with double shifts; the World Education class size is sixty children per teacher with single shifts; and
- the Save the Children model is based on a flexible calendar and schedule, established by parents; the World Education schools follow the same calendar and hours of operation as the government-run schools (although communities have the option of changing).

Teachers

- the Save the Children teachers are recruited from among those villagers with some primary schooling or with some literacy training; World Education teachers may not be resident in the village (although often teachers have some ties) and generally have a ninth-

grade education or—in about 20 percent of the cases—have attended the national teacher training institute or are retired teachers; and

- the Save the Children model provides initial teacher training and annual inservice training; the World Education model provides for the participation of its teachers in the government-run, annual inservice training seminars organized for all civil service primary school teachers.

Students

- the Save the Children model makes gender parity in enrollments a condition of village participation in its community school program; the World Education model does not make this requirement, but provides training to the APEs and communities on gender issues and strongly encourages enrollment parity.

School management and APE committees

- the Save the Children model's school management committees are appointed by popular acclaim by the villagers; the World Education model's APE management committees are formally elected;
- Save the Children centers its training for the school management committees on improving literacy; World Education provides APE council members accounting and management training; and
- the Save the Children model works exclusively at the village level; the World Education model includes a component that creates a hierarchy of APE federations (at the *cercle*, district, and region) to support the development of a national body that can give voice to the concerns of parents of schoolchildren and engage in national policy dialogue.

NGO roles

- the Save the Children model initially did not work with NGOs, but has now engaged them to deliver support to a number of schools with the intent to expand their coverage; the World Education model involved local NGOs from the outset, and they are responsible for delivering support to all the schools; and

- the Save the Children model does not provide for training NGOs in areas other than support of its model; the World Education model calls for this as well as training to support the institutional development of the NGOs.

Government support

- the Save the Children model calls for quarterly inspection visits from the ministry's IEF; the World Education model calls for quarterly inspection visits *and* the provision of inservice teacher training, teacher and student instructional materials, and furniture/equipment as per government-run schools; and
- the Save the Children schools, at the time of this research, were considered (and counted) by key ministry representatives as "literacy centers" despite legislation that establishes them as schools; the World Education schools were considered "real" primary schools.

PVO roles

- the Save the Children animators and their NGO counterparts focus their support efforts on the community school teachers, providing pedagogical support; the World Education's animators work most closely with the APE council members on management and school operation issues.

In summary, the Save the Children community school model has been created to respond to the *nature of the demand for education* that exists in the rural villages of Kolendieba, which collectively have evinced little interest in enrolling their children in the few government-run schools in the area. Its model centered on providing a school that could elicit parental interest and conform to their needs, as well as those of their children. Developing a pedagogically sound curricula and instructional model that could successfully impart literacy was a primary goal and is the centerpiece of the Save the Children model.

By contrast, the World Education model was created to absorb *existing, pent-up, or excess demand for primary education* that the government could not meet. (Significantly, World Education schools often are located close to

overcrowded government-run schools that cannot accept any more students.) By employing the official curricula and instructional model, the World Education model is, in essence, extending the predominant type of primary schooling in Mali to more children. The focus of its efforts has been to ensure community involvement in the school and in the national education system by strengthening the individual as well as collective capacities of the APEs.

Annex 2 provides a detailed description of the two models.

The costs of community schools

One quick way to estimate the comparative costs of the two community schools models would be to divide the total grant budgets by the total number of students served in order to derive a unit cost. Unfortunately, the task was not so simple. Not only do the total resources used to develop and implement the models exceed the total grant budgets but in some important respects the models are not comparable. For example, the World Education model includes a component for the development and support of federations of APEs, while the Save the Children model does not. Casual calculations of the sort just described initially caused USAID and others to speculate that the World Education model was more expensive, less affordable, and less likely to be sustained. To test this hypothesis, as well as gain an understanding of the actual and total costs of each community school model, it was necessary to create a cost model that could reveal the structure of expenditure and delineate the different areas of expenditure, the differing amounts, and the various sources of finance.

The cost structure developed was divided into six portfolios that correspond to the gross categories of expenditure incurred in the development and operation of the first three grades⁹ of the community schools. They are:

- *School startup costs*, which include one-time development and school construction costs;
- *School operation costs*, which include the recurrent costs associated immediately with school operation, such as teacher salaries, materials, maintenance, and school management functions;
- *School support and supervision costs*, which include the training, inspection, review, and audit services provided to the teachers and school management committees;
- *APE development, operations, and supervision costs*, which account for the resources used to support the formation and activities of *arrondissement, cercle*, and regional federations;
- *Non-governmental organization development costs*, which include the

⁹It was only in 1996 that Save the Children added grades 4 through 6 to four schools. World Education was still adding third grade classes to its existing schools. Consequently, there was little experience or cost data to justify including the higher grades in this analysis. The common denominator was grades 1 through 3.

training and support of NGOs to administer the community school models; and

- *PVO management and operation costs*, which include costs incurred by the Save the Children and World Education to administer and manage the community school programs.

There is an additional area of expenditure associated with the community school models, which was not quantified here. That is, of course, the costs to USAID to manage and oversee its community school grants. While not quantified here because the unique structure of USAID's costs seemed to have little relevance to replicating either model and because its input to the program was small in dollar magnitude, other funding agencies interested in working with community schools should take into account both the normal costs of doing business and the effort that must go into guiding the ongoing development and experimentation inherent in community school formation.

A key attribute of community school models is that they shift or reorder the burden of financing among various groups, institutions, and entities. For example, communities assume responsibility for paying teacher salaries, traditionally done by the government. Consequently, an important question in any cost analysis of community schooling is not only to ask *How much?*, but also *Who pays?* In the case of the Save the Children and World Education schools, there was not a simple division of financial responsibility between the government and the community. Many entities were or had the potential to be involved. Further, it was important not just to identify whose budget the resources were coming from, but what was the actual source. For example, was it the community as a whole that was funding the school, or was it just the parents of enrolled children? Similarly, was the central government through its Ministry of Basic Education providing funding, or did the local government also contribute? Finally, although USAID grant resources flowed through the budgets of Save the Children and World Education and their NGO subgrantees, did these entities use any of their own resources to fund the community school that could potentially point to other sources of support?

Initially, six budgetary or funding sources were identified: the PVO, the NGO, the Ministry of Basic Education, the local government, the

community, and parents. Given that more often than not the funding sources were limited to the USAID grant and the community, these were reduced to three groups in the synthesis tables presented in the body of this report: the private voluntary/NGO, the school management committee, and other. Appearing within this last category are parents, village, and Ministry of Basic Education.

The remainder of this section examines each grouping of expenditures, briefly describing the type of expenditure, relating it to the community school program, noting significant differences (if any) between the models, and concluding with observations that could serve to inform future replication. Each grouping of expenditures is accompanied by a synthesis table. The reader is directed to Annex 1 for more details on the costs and the calculations used to arrive at the figures presented.

School startup expenses and investment budget

This grouping presents the costs associated with starting up a community school in a village. It includes one-time only development costs and capital costs.

Development costs

Generally, attention has centered on the community school models' innovative and low-cost approach to school construction to the exclusion of other startup costs. But before a school can be built, both Save the Children and World Education community school programs required considerable up-front consultation, work, and expense to mobilize community interest in the endeavor and prepare it for its responsibilities and obligations.

First, each model calls for a “situational” analysis that uses both original and secondary data to determine the status of primary schooling and the need for schools in the proposed region or area. The analysis also identifies prevailing social and economic conditions and particular deterrents to situational analysis was impossible to calculate, as it had determined many years ago to focus its community development program on the Kolondieba district in the Sikasso region. More recently, in 1992, when it formalized its community school program under the USAID grant, it surveyed twenty villages in Kolondieba to ascertain what communities wanted—or did not want—in terms of schooling, with four villages opting to participate in its

Table 2: School startup expenses/investment budget

School startup costs	PVO/NGO		APE (community)		Other sources	
	Save the Children	World Education	Save the Children	World Education	Save the Children	World Education
<i>Development costs:</i> (one-time only)	866/school 14/student	520/school 3–2/student*				
1. Situational analysis	4/school	0			X	4/school (grant)
2. Village feasibility study	43/school	55/school				
3. Community awareness, APE committee election	97/school	180/school				
4. APE committee training	see 9	231/school				
5. APE committee materials	see 9	50/school				
6. Teacher training (initial)	see 9	0				
7. Curriculum development	7/school	0				X (MBE)
8. School instructional materials	48/school	0				X (MBE)
9. Village literacy training	526/school	0				
<i>Capital costs:</i> (one-time only)	1,330/school (1 class) 2,497/school (w/com) 42/student (w/com)	4,360/school(3) 11,360/school 63–54/student				
1. School infrastructure	927/school 15/student	3,240/school 18–15/student	1,167/school 19/student	7,000/school 39–33/student		
2. School furniture	339/school 6/student	760/school 3–4/student				
3. Other school equipment	64/school 1/school	360/school 1–2/student				
4. APE equipment	0	0				
Total school startup costs	3,363/school 56/student	11,880/school 66–56/student				

Unit=school (1 school=1 APE)

*World Education per-student figures are based on 180 students/school and 210 students/school

initial community school program. World Education follows a similar process of analysis, and estimates that it costs approximately \$2,000 per region or \$4 per school, although this amount was not included in the USAID community school grant. For comparability purposes, this figure was used for Save the Children as well.

Next, “feasibility studies” are made of the numerous potential villages in the region or area in order to determine which villages are eligible for community schools. Selection is made by the Save the Children/World Education and their partner NGO community school personnel, including the village animators who will work closely with the schools. Eligibility criteria vary with each model, but generally include the lack of nearby or available school facilities and community willingness and ability to abide by certain regulations, such as selecting a school committee, constructing and maintaining the school, paying various fees, ensuring enrollment and regular student attendance, and meeting parity requirements for girls’ enrollment.

Following village selection, the Save the Children and World Education staff and animators assist the community to establish—either by popular appointment or election—a school management committee (or in the case of World Education schools, an APE committee) and operating norms for the school, such as calendar and schedule. The community is brought together to discuss its goals for the school, the roles of the school management committee, the community and individual households, and qualifications required of school management committee members. The newly selected school management committee visits all village households with school-aged children to enlist their participation and support. The World Education model calls for the village school animator to spend thirty days living in the community, in contrast with the two weeks planned in the Save the Children model. This accounts for the nearly 100 percent cost differential.

Once selected, the school or APE committee—consisting of seven to eleven members, depending on the model and the village—receives training. The World Education model unites the various new APE committees and provides thirty days of training in school management, budgeting and accounting, teacher recruitment and management, and government relations. It also equips each APE committee with a financial management package, consisting of ledgers, receipt books, and operation manuals. The

Save the Children model has initially defined its school management committee training (as well as teacher training) as literacy training, because of the low level of village literacy. (At least two members of the Save the Children model school management committee must be literate. World Education reports that many of its APE committee members are literate.) And while the literacy training is provided to community members at large, and does not specifically target either group, Save the Children indicates that its training provides a pool of new literates from which to select both teachers and school management committee members. Both models conduct teacher training on a recurrent basis and the associated costs are accounted for elsewhere.

As noted previously, the Save the Children program has developed its own curriculum and materials for grades 1 through 3. This accounts for a major divergence in costs of the two models. The Save the Children model has thus far developed its curriculum on a sequential basis, adding a new grade each year as its cohorts progress in the primary cycle. Save the Children hires specialists from the Ministry of Basic Education's IPN to develop the curriculum and materials and provide initial supervision, as well as translators to put the teacher and student materials in local languages. This cost has been divided by the number of end-of-grant schools (890), but Save the Children plans to revise the curriculum, which will increase costs. (It is not clear what the life span of a curriculum is.) In contrast, World Education, which employs the Ministry of Basic Education's existing curriculum, does not incur any startup costs of this nature, although it could be argued that a certain percentage of this curriculum's development costs should be included in startup costs. This has not been done for this analysis, as it is aimed at identifying marginal costs to the Malian education system. Since the World Education model takes advantage of the existing curriculum, the model does not incur this as an incremental cost.

Capital costs

Low-cost school construction is a defining feature of most community school programs in Africa and elsewhere. The Save the Children and World Education community school models share this trait, each using less exigent construction standards than the ministry-constructed schools and mobilizing community resources to reduce infrastructure costs. The Save the

Children school construction model—at about \$2,100 for a one-classroom school—has been favorably compared to the cost of constructing a government-run school (estimated at \$10,000 per classroom).¹⁰ School construction costs for the World Education schools are likewise low-cost, at about \$10,000 per school or \$3,400 per classroom. In fact, on a per-student basis, the costs are nearly identical. (It should be noted that dual figures are presented for World Education based on the ideal of 60 students per classroom and the actual of 70 students per classroom.)

Although World Education must adhere to the Ministry of Basic Education's space-per-student norms, both Save the Children and World Education models have adopted similar standards of school construction. The community schools are modest structures, made of mud with windows and tin roofs. The Save the Children model includes a latrine (simply dug, not borehole); the World Education model does not. The schools are built with predominately local materials—mud rather than the more costly cement—and the communities are expected to contribute labor. However, unlike the World Education model, which provides a \$4,000 general startup fund to the community to procure its own materials, from which an estimated 75 to 80 percent (\$3,000 to \$3,300) is allocated to school construction, Save the Children supplies the wood, nails, rafters, windows, and tin, and provides construction guidance and assistance.

In order to establish the true cost of the school, dollar values must be calculated for the non-purchased or community-contributed material and labor. World Education estimated that for a three-classroom school that value is \$7,000, accounting for about 70 percent of the school construction costs. Adjusting this figure for the Save the Children schools (which had not estimated the value of local contributions), it appears that the community bears about 50 percent of the school construction costs. Both World Education and Save the Children report that communities have readily participated in school construction, generally waiting until after the harvest period. Another important cost associated with school infrastructure is the land on which to build it. Although a real cost, this has not been calculated due to the difficulty in establishing uniform land prices in rural areas where

¹⁰This is the figure presented by Velis, 1994, in the Unesco publication *Blazing the Trail: The Village Schools of Save the Children/USA in Mali*.

traditional land tenure practices are the norm. The communities contribute the land for both Save the Children and World Education schools. (In urban areas, the commune offers the school a long-term lease that will revert to the commune if used for private, non-school purposes.)

Clearly, the tradeoff in adopting lower standards for school construction is a sacrifice of quality and durability. Although, World Education claims that with proper maintenance the physical life of its schools should be thirty years, Save the Children estimates that its schools' life span is about ten years. The mud construction is maintenance-intensive, and requires annual resurfacing. Given the uneven track record of community maintenance of school structures, the ten-year figure has been used to annualize costs.

Schools must be equipped with furniture and other "durable" goods, such as blackboards and maps. Save the Children provides each school with *table-bancs* (student desks and benches), teachers' desks, and chair and a storage trunk for about \$6 per student; other school equipment includes a blackboard and two lamps. The cost of school furniture for the World Education schools varies depending on the source. In principle, the Ministry of Basic Education agreed to supply the schools with furniture, but did not, so the communities used a portion of their startup fund to purchase locally made *table-bancs* at a considerable cost saving. If provided by the Ministry of Basic Education, the unit price would have been \$70 as opposed to the \$13 actually spent. The government was also to have provided the school with school equipment, but has not yet done so. World Education paid for these items from its budget.

There is no equipment provided to the APE, nor is there any indication that it is procured by the community.

Discussion

The less visible development costs are not negligible, labor intensive, and indispensable to the viability of each model in terms of getting a community to accept, support, and manage a school. The higher development costs for the Save the Children model are mainly a function of the literacy training and curriculum development, both factors in lower teacher costs and reported effectiveness in instruction. These higher costs result in savings in recurrent operation costs and reduced student wastage. The World Education model expends more resources in preparing the APE committee

to manage the school. This is consistent with the reportedly stronger community involvement in and support of World Education schools.

World Education construction costs are higher than those of Save the Children (Save the Children at \$2,100/classroom and World Education at \$3,400), although World Education schools enjoy a higher level of community support. Furthermore, the World Education model could be said to empower the community more because it places the community in charge of procurement and construction. The Save the Children construction model is closer to a turnkey operation.

Both construction models cost less than what is reported for government-run schools, but there are tradeoffs in quality and longevity. Amortized over thirty years, the annual cost of a government-constructed classroom is \$333, while over the estimated ten-year life-span of the community schools the Save the Children model is \$210 and the World Education model is \$341. Thus, unless regular maintenance is provided for World Education classrooms, they are slightly more expensive than the government model. While this could deter the government from adopting this construction model, if it intends to continue to underwrite—in theory—all primary education construction costs and thus limit school expansion according to its resource envelope, the benefits associated with the slightly higher costs of the World Education model is that the community is willing to contribute the resources it has—namely labor and local materials—and accept some of the construction financing burden. The tradeoff is a school “in hand” versus a school “on paper” planned for years down the line, while potential students miss out on schooling.

The role of the government presents a conundrum. While most would argue on sustainability and equity grounds that the Ministry of Basic Education should contribute financially to the community schools in order to ensure that they are regarded as part of the national education system and that the families of community school students should not bear an unfair burden, it is clear that at the time of this study the government was not fulfilling its obligations, causing World Education and the community to compensate. While this does not appear to increase the costs (and in the case of school furniture, the Ministry of Basic Education’s negligence decreases costs), it does shift an unforeseen burden to the community, the PVO, and the grant source.

School operations

This grouping presents the recurrent costs associated with the day-to-day operation of the school. It includes the salaries of school personnel, materials and supplies used by teachers and students, maintenance expenses, and the costs incurred by the school management or APE committees for school management.

Teacher salaries

The only salaried personnel in the Save the Children and World Education community schools are the teachers. As yet, the schools do not employ janitorial or clerical personnel (except in urban areas where guards are employed), and the school management committee (or APE committee) members serve voluntarily.

The profile, qualifications, and salary levels of the community school teachers are a highly visible feature of the community school models that distinguishes them from Mali's government-run schools. The community school teachers are recruited, selected, and paid by the communities, although the local Ministry of Basic Education office occasionally proposes candidates for World Education community consideration. The community school teachers are not civil servants, are not on the government payroll, and—for the most part—do not share the same level of schooling, professional training, or experience as government teachers (who typically have eighteen years of experience, and have completed *lycée* and preservice teacher training).¹¹ However, the World Education teachers have generally attained at least a ninth grade education, and about 20 percent have completed the government primary teacher training course of studies but have not been placed in a teaching position. The teaching candidates do not have to be from the village, but must be willing to live there. Others have retired from the government teaching corps and returned to their native region. Most are men, in their thirties, and have no teaching experience.

By contrast, the Save the Children model mainly recruits neoliterates from the village who have completed the Save the Children village literacy

¹¹See Carron et al. (1997) and Esquieu and Peano (1996).

Table 3: School operations

School operations (recurrent costs)	PVO/NGO		APE (community)		Other sources	
	Save the Children	World Education	Save the Children	World Education	Save the Children	World Education
<i>Teachers</i>						
1. Salary—cash	0	0	103/school-yr 51/teacher	1,350/school-yr 450/teacher	1.50/student* (parents) 14/school-yr (village)*	11/student* (parents)
2. Salary—supplement in kind	0	0	0	960/school-yr 320/teacher	0	5/student* (parents)
<i>Other personnel</i>	0	0	0	0	0	0
<i>Materials</i>						
1. Teacher manuals, etc.	77/school-yr 39/teacher	90/school-yr 30/teacher				[90-MBE]
2. Student books, materials	790/school-yr 13/student	0				[900-MBE]
3. Consumable supplies	280/school-yr 5/student	0	0	60/school-yr 0.29/student		
4. Student supplies, e.g., note- books, pencils	107/school-yr 2/student	0		0		360/school 2/student (parents)
<i>Maintenance</i>						
1. Maintenance materials	105/school-yr	0	0	[315/school yr]		
2. Labor for maintenance			X	X		
<i>Other operating costs</i>		0	0			
<i>APE operations</i>						
1. Materials/supplies	9/school-yr	0	0	20/APE-yr		
2. Linkages with IEF, DRE		0		40/APE-yr		
Total recurrent costs	1,368/school 23/student	90/school 0.50/student	103/school 2/student	2,745/school 15/student		1260/school 7/student

Unit=school

*funds or payment to APE

course or have attended a few years (four on average) of primary school.¹² None has previous teaching experience nor has any received government teacher training. Despite its efforts to recruit women teachers, the majority of Save the Children teachers are male (87 percent) and the average age is 32 years. Neither World Education nor Save the Children teachers receive salaries commensurate with the Ministry of Basic Education's salary scale or is governed by the same terms of service.

The World Education model has not established or mandated a specific amount for teacher salaries, which are individually negotiated with the APE committee. Salaries range from \$30 to \$90 per month, with the typical teacher receiving about \$50 per month. In general, teachers are paid monthly by the APE committee, covered by the school fees levied on parents. World Education has discouraged payment on a per-student basis to mitigate the tendency to crowd students into a classroom (which has occurred despite this lack of incentive). In rural areas, teachers are paid nine months of the year, totaling about \$450/teacher annually or \$1,350/school for three teachers. Their work week consists of six to eight hours per day, five days a week. As yet, there is little evidence that additional cash payment beyond set salaries are provided by parents to community school teachers, but World Education says all communities supplement the cash salary with in-kind contributions. These include lodging or its cash equivalent; sacks of millet or a field in which to cultivate it; and various services, such as helping with the vegetable garden or providing firewood. The value of these in-kind contributions is estimated at \$320 per teacher per year, for a total salary of \$770 (\$85 per month). Thus far, the attrition rate of World Education teachers has been negligible in urban areas, indicating the wage is competitive with the other options open to the teachers. At the time the data were collected for this study, there was no track record in rural communities, but the general impression was that the teachers who were unable to obtain a civil service appointment considered the wages fair.

¹²As Save the Children schools have expanded to the "francophone" grades (4 through 6), more-qualified teachers have been sought. In marked contrast to the early "Bambara" grades (1 through 3), 50 percent of Save the Children's grade 4 to 6 teachers had a ninth grade education or higher in the 1988/99 academic year, increased from 20 percent the previous year.

The salaries of the Save the Children teachers are strikingly lower than both the World Education and government teachers. While there may be some variation, Save the Children reports that the prevailing teacher salary in its schools is \$7.40 per month over seven months, totaling less than \$52 per teacher annually or \$103 per school. Teacher salaries are derived from student fees and topped off by community contributions. No in-kind salary supplements are reported. Because the teachers are already village residents, housing is not required, although it is possible that assistance is provided to teachers in terms of household labor (however, none is reported). Save the Children teachers are in the classroom two to three hours a day, six days a week. Save the Children reports that late payment, nonpayment and underpayment of teachers has occurred in several of its communities. Save the Children has intervened to mediate disputes, but has never “topped off” or paid the teachers’ salaries, this being the primary responsibility of the community. Muskin (1997) found that the low compensation scale, high opportunity costs, and irregular or uncertain payment was a primary factor in teacher dissatisfaction with the job. The Save the Children model counts on social pressure from the community on its literate members to supply the school with teachers. Nevertheless, teacher turnover is expected to be high, with negative implications for investments in teacher training.

Materials

School materials used daily consist of teacher manuals, student texts and materials, consumable supplies for the teacher, and student supplies.

The Save the Children model, which has developed its own curriculum and material in the local language, ensures that both its teachers and students have the necessary materials by producing, purchasing, and providing them from its own budget. Each year teachers are supplied with 500 *fiches pédagogiques* developed, produced, and delivered by Save the Children. These materials cover subject content, lesson plans, and teaching guidance. Teachers also receive a dictionary, which is expected to last five years. Save the Children student materials vary per grade, and are purchased at cost by Save the Children. First graders receive a reader and a math book; second graders receive a reader, math, and French language book; and third graders receive a French and math book. These materials are considered to be on loan from the school to the student, but experience thus far suggests

that they should be regarded as annual costs. Teachers are provided with generous amounts of chalk, pens, notebooks, blackboard paint, and a ruler annually; and students are supplied with a slate, pens, pencils, pencil sharpener, eraser, notebook, and ruler.

It is much more difficult to figure the costs of materials for the World Education model, as it looks to various sources to provide the needed materials. By agreement, the Ministry of Basic Education is supposed to provide both teacher and student materials, as it purports to do in government-run schools. Teacher materials include reading, math, and curriculum guides, as well as visual aides. When the ministry failed to provide these, World Education funded photocopying and distribution from its own budget. The ministry also failed to provide the promised student texts, which the World Education students did without, like many of their government school counterparts. Although the estimated per-student value of the texts is \$52, the more realistic World Bank estimate of \$5 per student (based on regional norms) is used here as a placeholder. Consumable supplies for the school include chalk, a yardstick, and attendance books, and are provided by the APE committee. Parents are responsible for equipping their children with two notebooks, a slate, and a pen. World Education reports that parents of students have taken this responsibility seriously. Nevertheless, even if all the instructional materials called for by the World Education model are in place, the differential in per-student expenditures for each model is significant: \$21 per student is budgeted by the Save the Children model compared with \$9 per student by the World Education model.

Maintenance and other operating costs

Both the Save the Children and World Education models assign primary responsibility for school maintenance to the community. Maintenance chores largely consist of the annual replastering of the mud exteriors of the school, so there is minimal cash expense and labor is expected to be contributed by students' parents. Although the school management committee is charged with organizing and overseeing maintenance, the Save the Children model has allocated some funds for this in its budget. They have not yet been used. Because the World Education model expects the community to fund this as well, the Save the Children figures have been

adjusted to reflect the inevitable maintenance expenses and assigned to the APE. Other operating costs, such as electricity or water service, are not factors in these rural schools, although they would be the responsibility of the community if provided. The village location of the school and small catchment areas are said to give the children easy access to the village or home water sources.

APE or school management committee operations

The APE or school management committees are expected to meet regularly (monthly for the World Education schools) to manage and monitor school operations, as well as meet with the larger community and APEs. Each year, Save the Children supplies the school management committees with a ledger, pens, pencils, ruler, and eraser. The World Education model expects its APE committees to provide these supplies themselves (from their budget) to supplement the materials received at the initiation of the school. Thus far, the APE committees have demonstrated that they are willing and able to fund these supplies, at about \$20 per year. Moreover, the APE committees have actively pursued contacts and consultations with the Ministry of Basic Education inspection and regional education offices as well as with other APE committees. World Education estimates that three-person delegations travel twice a year, with their expenses paid for from APE resources.

Financing school operations

While it is obvious that the USAID grants to World Education and Save the Children provide funds for a wide range of services, each model requires that the community contribute financially to the school. The economic role of the community figures most prominently in recurrent school operations.

Most of the school operation costs are the management responsibility of the Save the Children school management committees or the World Education APE committees. However, as seen from the above discussion, they are not necessarily the *sources* of revenues to defray these costs, but rather serve as the collectors, consolidators, and administrators of school fees paid by parents and other community resources destined for the school. Table 3 has consolidated community resources under the *APE/community* column, but disaggregated them according to local source in the *Other sources* column and noted their transfer with an asterisk. Significant

differences exist between the World Education and Save the Children models, both in the types of fees collected or received and their amounts.

The World Education APEs collect two types of school fees:

- an annual inscription (enrollment) fee of approximately \$2 per student; and
- a monthly tuition fee of \$1 per student.

Added to this must be the estimated \$5 per child for the in-kind salary supplement. On an annual basis, therefore, households can expect to pay to the APE the equivalent \$16 per child for school (\$11 in cash). Of course, this does not cover all the other out-of-pocket and in-kind costs associated with schooling, such as school supplies, clothing (uniforms are not required), labor for school construction/ maintenance, etc. Nor does it account for the opportunity costs (the household labor sacrificed to send a child to school).

In terms of school operations, the aggregation of these fees represents an annual intake of \$1,980 (or \$2,310 if in-kind teacher salary supplements are included), assuming 180 children per school and 100 percent parental payment. World Education indicates that this has not been a problem thus far. Notably, this amount provides the APE committee with sufficient funds to pay the teachers' salaries (\$1,350 in cash plus \$960 in kind), purchase consumable supplies for the school and materials for the APE (\$80), underwrite APE member travel (\$40), and finance the travel and per diem costs for annual teacher training (discussed in the next section). This leaves a surplus of \$390 to pay for maintenance (\$315) and other operating expenses. In short, with the exception of the teacher manuals and student materials, the community is able to fund all the school operations. (It could, in theory, almost manage to pay for the teacher materials that World Education temporarily furnished.) World Education indicates that the APE committees can propose to add or increase fees, and ask for community assistance, although no such cases have been reported.

The Save the Children model uses a different formula with very different results. School operation resources are derived locally from two sources:

- monthly tuition fees, paid by parents, set uniformly at \$0.21 per child (although a few communities have increased the fee to \$0.85 or even \$1.00 to achieve parity with Koranic school tuition fees); and

- village councils, which augment student fees by \$1.05 per month per teacher.

Calculated on a per-school basis, this represents a potential local resource intake of \$103 per school year, excluding donated labor and other unreported in-kind contributions. Parental outlay per student over the seven-month school year is less than \$1.50, limited to tuition fees, as Save the Children provides student supplies and materials. Again, parents do pay in terms of clothing and opportunity costs. Parents may pay in a lump sum (particularly after harvest) if and when the funds are available. It has not been reported that children have been turned away from school because of nonpayment, although the teachers have suffered from irregular and underpayment of salaries.

The local school budget is essentially consumed by teacher salaries (\$103 per year), leaving no extra for school operations or other school-related expenditures. The Save the Children schools receive no funding from the local government, although—in principle—a regional and local development tax is collected and 30 percent of this is supposedly earmarked for education. It is unclear that it is collected, and in any event it is unlikely to be paid, as rural villages interpreted the discontinuation of the traditional government-levied head-tax to mean all taxes were eliminated. Further, local officials indicated (erroneously) that they did not believe the Save the Children schools qualify for assistance, because they are not “official” schools. It should be noted that World Education schools, which seem to enjoy greater legitimacy in the eyes of the Ministry of Basic Education officialdom, did not report receiving any of these monies either. However, World Education does report that the tax collection rate has been said to have increased in the communities where its schools are located. To conclude, the Save the Children schools raise very little of their operating budget from local resources, although their operating expenses are well-covered by the Save the Children grant.

Discussion

Teacher remuneration is a major difference between the two models and the minimal salaries paid Save the Children teachers accounts for the major cost-saving of the Save the Children model in school operations. Not only are World Education teachers paid more (\$450 per year compared to Save

the Children's \$51 per year), but their salary is augmented with significant in-kind contributions (\$320 equivalent), bringing their annual salary to \$770, fifteen times that of the Save the Children teachers. Of course mitigating factors are that the Save the Children teachers have no credentials and little education, and spend significantly less time in the classroom than do World Education teachers. Even so, on an hourly basis,¹³ the World Education teachers earn \$0.61 to Save the Children teachers' \$0.10, still a wide margin. This can be reduced by half if calculated on a per-pupil basis: \$0.01 for World Education and \$0.003 for Save the Children, due to the differences in class sizes. On a per-pupil basis, World Education teachers still earn three times as much as Save the Children teachers. The real issue, however, is not how little teachers are paid, but whether they are paid enough to retain them, maximize the returns to training investments, and capture the benefits of accrued experience. Unfortunately, this study was unable to determine the opportunity cost to the teacher in order to compare his salary with what he could earn if not in the classroom, but reportedly in many cases the Save the Children teaching wage fell far short of what could be earned if the teacher devoted himself full-time to typical rural occupations of farming, household manufacture, and commerce.

Surprisingly, the per-student costs of school operations are not very far apart, with Save the Children at \$25 and World Education at \$23 (including costs for the phantom student materials). What is notable in this cost category is the striking difference in the amount of funds raised from the community, either parents or village at large. Not only do World Education parents pay fees high enough to offset teacher salaries, but also to provide for other operating expenses. The greater amount of funds the APE committees control offers a wider scope for decision making, and arguably contributes not only to the probability of sustained school operations, but to a greater sense of responsibility, ownership, and efficacy on the part of the community.

The Save the Children school budgets are automatically consumed by

¹³World Education teachers are said to observe the forty hour work week over a nine-month period. This has been reduced to thirty-five hours to reflect field observations. Save the Children teachers teach two to three hours per day, six days per week, over a seven-month period. The three hour figure has been used here.

teacher salaries, leaving less scope for school improvement activities. Relatively little is expected from the Save the Children communities or parents, and although they are said to be no more impoverished than those communities where World Education has its schools, they have experienced greater difficulties in raising a fraction of the resources. Of course, the tradeoff may well be in instructional quality. Leaving the provision of teacher and student materials and supplies either to the community or the Ministry of Basic Education is fraught with uncertainties. The success of the Save the Children curricula critically depends on the availability of these materials. Ironically, while the success of the Ministry of Basic Education curriculum may equally hinge on the availability of teacher manuals and student texts, its clients seem to have grown so accustomed to the lack of these items that their absence does not seem to occasion much distress.

Furthermore, the ample provision of instructional materials for the Save the Children model (nearly two and a half times the amount spent per student in World Education schools) could both bolster and compensate for the weaker teaching capacities of Save the Children's low-cost teachers. Adding the unit costs of the teacher salary and the instructional materials to get an idea of what the "teaching-learning" package would cost at the school level, the Save the Children cost is \$23 per student, the World Education model is \$22, and the Ministry of Basic Education is \$25.¹⁴ These figures, of course, do not include teacher training or support (see below). It is arguable that the acclaimed cost savings realized by the low-cost Save the Children teachers is obviated by the need for a more expensive instructional package, assuming that the student learning results are the same. But there is growing evidence that the Save the Children students outperform their Ministry of Basic Education counterparts. As yet there is no data on the performance of World Education students, although one could speculate that their achievement would be constrained by the same problems that affect the Ministry of Basic Education curriculum.

¹⁴Calculation of Ministry of Basic Education costs are based on an \$80/month teacher salary for twelve months divided by the government prescribed, but not observed, norm of sixty students per classroom. Materials are assumed to be the same as those figured for the World Education model.

School support and supervision

As discussed, a great deal of activity, often ignored, goes on behind the scenes of the actual school operations to enable them to function. This grouping of costs deals with the expenditures incurred to provide recurrent training and support to the teachers and the school management committees and APE committees to assist them to do their jobs and exercise their responsibilities. Both Save the Children and World Education have established the apparatuses necessary to provide this support. This generally consists of a network of village animators, their supervisors, field coordinators, and PVO staff and consultants, and is budgeted in person months. In this and the following cost grouping, these costs have been disaggregated and assigned to the type of support provided. Also included in this grouping of costs are the resources devoted to the development of a network of federations of APEs, an activity unique to the World Education program.

Teacher training

Both the World Education and Save the Children models conduct annual refresher training (*recyclage*) for the community school teachers and the APE or school management committee members. As public schools (managed by the community), the World Education model teachers are supposed to receive the same periodic inservice training from the Ministry of Basic Education's regional inspectorate bureau that is provided to government-employed teachers. As with other ministry services, this has proved problematic for World Education. In order to ensure that its teachers received training, World Education organized two-week teacher training courses prior to the new school year, hiring ministry trainers to conduct the training and develop the training materials, which World Education then produced and distributed. The communities, i.e., their APE committees, finance the per diem and travel expenses of their respective teachers. Total cost was \$195 per school (\$1 per student), of which the community funded from its school fees \$120, nearly two-thirds the expense.

Save the Children teacher training occurs twice a year. Just prior to the start of the school year in October, a month-long training seminar is held, during which lesson content, work plan development, and practice teaching are addressed. In February, a two-week follow-on training permits teachers

to revisit earlier lessons and discuss and analyze their experiences of the previous months. Training sites are in different locations in the Sikasso region, and the training is arranged by either the Save the Children field office or the NGO located in the area, with trainers hired from the IPN. Local Ministry of Basic Education personnel, particularly from the IEF, are invited to participate. Transport and per diem for the teachers are paid by Save the Children, and total training is estimated at \$123 per school or \$2 per student.

School management and APE committee training

World Education supplements the extensive training it provides to the APE committee at the outset of school operations with annual literacy training. (Other management training is provided in the course of school support activities, discussed below.) Although not originally part of its model, World Education found that the literacy skills of many of its APE committee members required strengthening to allow them to perform their management duties. This averages about \$10 per member or \$90 per APE committee. Save the Children has also found that continued literacy training is desirable, but has also augmented its annual training program for the school management committees to include more management training, adapting to some extent the World Education training materials. This averages about \$263 per management committee or \$26 per member.

Ministry of Basic Education inspection visits

Most non-government schools in Mali are subject to regular Ministry of Basic Education inspection visits, as part of the legislation governing their legalization. Both the World Education and Save the Children models should receive at least four visits annually from inspectors as well as pedagogic advisors. These visits have been sporadic. In order to ensure that its schools receive regular visits—part of its strategy to ensure that its schools be regarded as legitimate and viable by the ministry—Save the Children has paid the IEF to visit its schools as well as purchased motorcycles to facilitate transport (the oft-cited constraint to inspection visits). World Education has not paid for inspection visits, but indicates that Ministry of Basic Education support has improved as part of its effort to officially recognize the World Education schools. Nevertheless, these visits represent a support cost, so

Table 4: School support and supervision

School support and supervision	PVO/NGO		APE, school committee (community)		Other sources	
	Save the Children	World Education	Save the Children	World Education	Save the Children	World Education
<i>Teacher/APE training</i>						
1. Teacher training (by IEF, NGO, PVO)	123/school-yr 62/teacher	75/school-yr 25/teacher				
2. Inspection (by IEF/MBE)	28/school-yr 14/teacher	28/school-yr 9/teacher		120/school-yr 40/teacher		[MBE])
3. APE training	263/APE-yr	90/APE-yr			[MBE]	[MBE])
<i>School support</i>						
1. Support/monitoring	338/APE-yr	180/APE-yr				
2. Inspection/review	30/APE-yr	35/APE-yr				
3. Audit	36/APE-yr	32/APE-yr				
4. Equipment	81/APE-yr	46/APE-yr				
5. Materials/supplies/operations	12/APE-yr	0				
Total teacher/APE training	911/school-yr 15/student	606/school-yr 3/student				
<i>APE network development</i>						
1. Training	0	52,785/total-yr				
2. Support/supervision	0	2,940/total-yr				X (school APEs)
Total APE network development	0	55,725/total-yr				

Unit=APE year (which is also the equivalent of a school year)

visits have been costed at the same rate as Save the Children, despite the larger size of World Education schools.

School support

School support is provided by the various nongovernmental and PVO personnel. It consists of providing on-the-job training of community school personnel, monitoring their activities, reviewing school performance, and providing quality control and oversight of school support activities. Figuring and allocating costs in this category was quite challenging because these routine, ongoing support activities are loosely divided among the various echelons and organizations involved in the community school programs. Annex 1 provides details.

Save the Children and World Education village and school animators interact with school personnel and the community regularly and frequently. Save the Children animators are responsible for six schools each and visit each school at least twice a month. World Education animators, all employees of its partner organizations, ultimately will be responsible for twelve schools each: the first year the animator starts with four schools, visited once a week; the second year, eight schools, visited twice a month; and the third year twelve schools, visited once a month. What is not apparent from the cost figures is the different orientation of the animators. The Save the Children animators work primarily with the teachers to provide classroom management and pedagogical support, while World Education animators direct most of their effort to developing the management skills of the APE committees.

Save the Children has established a field office in Kolondieba that supervises the activities of the animators and provides front-line management of the various support activities, e.g., training workshops and training of animators, including those of its partner NGOs. Its staff includes a coordinator, two assistant coordinators, four supervisors, an accountant, and two drivers. World Education's NGO partners are charged with field supervision of the animators; each is responsible for sixty-six schools. Save the Children and World Education headquarters in Bamako fulfill audit responsibilities and ensure that the schools receive the services they require.

All the above personnel are employed on a twelve-month per year basis, but with the exception of the animators and some of the Save the Children field office staff, their time has been apportioned to other categories of cost

as well (see Annex 1). Animators are provided with motorcycles and transport allowances, as are the Save the Children field supervisors. The Save the Children field office, which serves as a support center for the animators, is equipped with general office machines and materials.

APE network development

A unique feature of the World Education model is the APE network development activity, which joins together the individual community APEs to form APE federations in the different geopolitical units: the *arrondissement*, *cercle*, and regional levels. The objective is to create mechanisms by which communities and parents can make their voices heard and engage in dialogue with the various levels and units of the Ministry of Basic Education to affect educational policy and practice. Although a national APE association has been formed, its representativeness is in question: the community school APEs have not yet been admitted as members and the supporting hierarchy of lower-level federations of APEs does not exist.

World Education considers this an indispensable component of its community school program, as it posits that community and parental pressure will be the most powerful tool in restructuring primary schooling to meet the needs of the majority of Mali's school-aged children. Unlike the Save the Children model, which has developed a program independent of the Malian public education system, the World Education model posits that it is best to work for change from within. By closely emulating the government-run schools—in structure and curricular content—the World Education model approximates the government-defined educational model with a few key differences, such as the source of financing and governance structure. In World Education's view, change in the national model of schooling will come as result of those who are considered part of the system engaging in discussions with the Ministry of Basic Education.

This component of the community school program, financed under the USAID grant, was a source of controversy. Many believed that the funds allocated to the development of an APE network not only could be better used to fund additional community schools, but appreciably increased the cost of the World Education model. Because the implementation of this component was in its initial stage—only eleven *arrondissement* APE federations (consisting of eleven members each) had been formed—it has

been nearly impossible to allocate costs on a per-APE basis in this category. World Education has provided per diem allowances to the members, but they are expected to cover their own travel expenses. Initial training was included in the startup and annual APE training session, and has been accounted for in the previous section. As this study was being prepared, World Education had not determined how many APE federations at any level would be formed. Quite simply, the costs in this category have been calculated by figuring the salary costs of the World Education and NGO personnel associated with it and the related travel expenses, for a total of \$55,703.

Discussion

It is clear that the Save the Children teachers require, or are expected to require, more support and supervision than the more qualified World Education teachers.¹⁵ The Save the Children model provides more training (six weeks annually compared with two weeks for World Education), and more in-school contact with the village-school animators. When the two models have reached the projected end-of-grant scale, World Education animators will visit twice as many schools and three times as many teachers, thus devoting less time to them. Further, Save the Children indicates that its animators focus most of their attention on assisting the teachers with pedagogical and classroom management issues. The difference between the per-student costs of the two models is striking: Save the Children school support (\$15) is five times more costly than World Education support (\$3). This does not imply that there is not value-for-money in the Save the Children model, but it is clear that the low-cost teachers do require a great deal of support to make the model work.

Both models have found that solid literacy skills of their school management and APE committees are crucial to their ability to manage school operations. World Education has added annual literacy training to its APE training, and Save the Children has supplemented its ongoing village literacy programs with more management training.

The Ministry of Basic Education is slated to play a substantive role in the supervision and support of the community schools, but its

¹⁵There is no student performance data to indicate that the World Education teachers are more effective in the classroom.

involvement has been problematic. It has been unable to implement even the services that it is mandated to provide government-run schools. It suffers from a lack of funds to conduct inservice teacher training and inspection visits. Both Save the Children and World Education have accepted to pay the ministry directly for its services or have compensated for the missing services from their own budgets. The irony is that while these innovative community school models seek acceptance by the ministry and incorporation into mainstream education system activities to ensure “sustainability,” they find they have “innovatively” dispensed with the two services that are assured by the government—namely preservice teacher training and teacher salary payments. For many public schools, the presence of ministry support and sustenance through materials and inspection visits is illusory and exists only “in theory” in rural Mali.

NGO management and institutional development

Both the World Education and the Save the Children models use local NGOs to deliver school support services. The benefit of working with local organizations is thought to be two-fold: the community school program profits from the local organization’s field experience and knowledge of the community, and at the same time the subgrant from Save the Children or World Education contributes to the development of its capacity and ensures that indigenous structures and competencies are in place to provide support to the community schools on an ongoing basis. With an orientation and history of working with local organizations, the World Education model included NGOs as an integral part of its program from its outset, with 100 percent of its schools being served through this mechanism. Save the Children, having initially concentrated on developing its own instructional package, only later employed NGOs as part of its program (about half the Save the Children schools are currently supported by partners), with the intention of devolving full responsibility for school support to the NGOs in the future.

But there are also costs associated with the benefits of using NGOs for school support. Many of the Malian NGOs are relatively new and suffer from weak management skills. They are unfamiliar with both the community school education models and the pedagogical needs, and with the requirements of funding agency grant administration. Consequently, the costs associated with the NGO component of the community school models

are divided into three parts. First, the organization must be trained in the use of the community school model and its support requirements. Second, the organization's ability to perform the school support duties critically depends on its own institutional health and well-being. And third, the organizations—as middlemen and agents of Save the Children and World Education—require supervision to ensure that the community school model is properly implemented, accounting procedures followed, and grant reporting requirements met.

At the time of data collection for this study, Save the Children was working with twelve NGO partners, a number not expected to increase. World Education had ten NGO partners, and plans to increase this number as the program expands. This means that while the unit costs of operations stay the same, the costs of supervision and support are likely to decline on a unit basis.

Startup costs

Initial startup costs include the training of NGO village-school animators and some basic office equipment (motorcycles used by animators and staff to visit schools are included in the previous section). World Education has employed animator trainers previously trained under other grants, so no costs were reported, although any replication of the community school program will incur these costs. Animator training is conducted annually, at about \$800 per NGO (or \$160 per animator). Six thousand dollars of office equipment is provided once; amortized over seven years this is less than \$900 per year per NGO.

Save the Children does not conduct special training for its animators, who participate in the annual teacher training workshops. These costs have been captured in the previous section. Save the Children also provides its NGOs with about \$3,200 of equipment per year.

Operations

World Education underwrites about \$200 per month for the NGOs' "self-management," allows an overhead charge of 10 percent, and provides \$4,200 per year to each organization for supplies, rent, communications, etc. Save the Children indicates that the costs it provides for in this category are necessary for the organizations' support of its community school program rather than for its institutional development. It is arguable that

Table 5: NGO management and institutional development

NGO development	PVO/NGO		APE, school committee (community)		Other sources	
	Save the Children	World Education	Save the Children	World Education	Save the Children	World Education
<i>Startup for school support:</i>						
1. Training of animators	see teacher training	800/NGO-yr				
2. Training of NGO trainers	XX	XX				
3. Equipment	3,158/NGO-yr	875/NGO-yr				
4. Materials	0	0				
<i>Operations of NGO:</i>						
1. Meetings-trig. & coordination	484/NGO-yr	0				
2. NGO self management	0	2,400/NGO-yr				
3. NGO overhead	4,800/NGO-yr	1,292/NGO-yr				
4. Other (supplies, rent, etc.)	2,400/NGO-yr	4,200/NGO-yr				
<i>NGO supervision/support by PVO:</i>						
1. Training (<i>recyclage</i>) of NGO	see below	6,070/NGO-yr				
2. Inspection/audit of NGO	987/NGO-yr	3,311/NGO-yr				
Totals	11,829/NGO-yr 13/school 0.22/student	18,948/NGO-yr 40/school 0.22/student				

Unit=NGO per year

these costs could be included in the school support category. In addition to a 15 percent overhead (which provides for management) and \$2,400 worth of supplies, rent, and communications, Save the Children funds four trips to Bamako per year for each organization's director and coordinator of the community school subgrant.

Supervision and support

These expenses are incurred directly by Save the Children and World Education, and are not included in the subgrant budget. World Education staff and consultants work closely with the organization to develop its capacity and improve its management skills, as distinct from the work to implement the community school program. In addition to the institutional training and training materials (on planning, accounting, personnel management, fund-raising, etc.), World Education staff are responsible for reviewing the NGO's subgrant accounts and reports. Save the Children does not provide institutional training (many of its partners have already been trained by World Education), but does put considerable effort into subgrant management. The Save the Children headquarter staff, Kolendieba staff, and community school staff and consultants work with the NGOs to ensure the provision of quality school support. (About half of these costs are covered by means other than the USAID community school grant to Save the Children.)

Discussion

The costs of working with indigenous NGOs are considerable, adding an extra layer of management to the community school program. In terms of costs this is translated into operating and maintaining several other institutions' offices, training and supervising their staff, auditing their books and reports, and paying their overhead. In fact, assuming that the two models would have to train animators no matter what the mechanism used for their hiring, this represents a marginal annual cost of \$92,052 for Save the Children and \$172,730 for World Education. The payoff, however, may be sustainability of the community school program through the development of NGO strength and capacity.

World Education has made a much higher investment in institutional development than Save the Children, which indicates that most of its NGO

funds go to strengthening the ability to support the model rather than to developing the organization's ability to stand on its own after the termination of the USAID grant. However, this leads to the question about the likelihood of the continuation of the community school program in the absence of USAID money and Save the Children/World Education support. Discussions with the NGO partners during the community school workshop revealed that, for the most part, they view themselves as contractors charged with providing services and producing "contract" deliverables, rather than as "grantees" who had actively sought external or donor funding to support a program that they had developed or incorporated into their own institutional mandate.¹⁶ It was unclear whether they would seek other funding to continue the community school programs at the end of the USAID grant period. That, they seemed to believe, is the responsibility of Save the Children/World Education. Moreover, the robust budgets that the NGOs receive to cover office operating expenses seem in many ways to be redundant of the respectable (for local organizations) overhead percentages received. Instead of enabling the local institution to spread its wings and develop its own mandate, programs, and constituency, the funding formula may have had the perverse effect of creating dependency of the NGOs on the supervision, guidance, and sustenance provided by Save the Children/World Education. In effect, the NGOs have become field offices of World Education and Save the Children.

PVO management and operations

PVO management and operations refers to the costs incurred by World Education and Save the Children to manage the community school program (which have not been allocated elsewhere), and to maintain their own institutional identity and cover the costs of doing business.

¹⁶Most of the local NGOs work with both World Education and Save the Children to implement the community school program. However, in discussions about the respective merits of the two models, these organizations seemed unable to offer their own assessments of the relative strengths and weaknesses. Instead, they iterated the different procedures and deliverables, giving rise to questions about how invested they were in keeping the community school program going after the end of the USAID grant funding.

Table 6: PVO Management and Operations

PVO management and operations	PVO/NGO		APE, school committee (community)		Other sources	
	Save the Children	World Education	Save the Children	World Education	Save the Children	World Education
1. Salaries/benefits	53,160/PVO/year	64,846/PVO/year				
2. Consultants	5,000/PVO/year	9,965/PVO/year				
3. Allowances	3,600/PVO/year	15,430/PVO/year				
4. Travel	0	5,000/PVO/year				
5. Training	52,106/PVO/year	3,250/PVO/year				
6. Other direct costs	23,026/PVO/year	36,429/PVO/year				
7. Indirect costs	223,790/PVO/year	113,265/PVO/year				
8. Equipment	12,000/PVO/year	9,286/PVO/year				
Totals	372,682/PVO/year 417/school 7/student	257,471/PVO/year 515/school 3/student				

Unit=PVO per year

Salaries

Most of the salary costs for the two organizations have been allocated to the different portfolios of costs (see Annex 1 for personnel allocations).

However, some staff time is used to oversee the grant and its implementation, monitor and report on program progress, prepare program budgets and accounts, and interact with the clients (USAID, Ministry of Basic Education). As U.S. PVOs, both World Education and Save the Children offices in Mali report to and are backstopped by their U.S.-based headquarters. Their Bamako office staff in Mali consists of both expatriate and national staff, so salaries and allowances vary.

The World Education model calls on the Mali program coordinator, the home office administrative backstop officer, and the U.S.-based Mali advisor to take a leadership role in the program. None of these personnel devote full time to the community school program. Their efforts are augmented by consultants (often based in the U.S. office) who visit Mali periodically to monitor, evaluate, and audit the community school program. Travel and allowances are provided to key expatriate personnel. The cost of maintaining the Bamako office is included in other direct and indirect costs, i.e., overhead. Approximately \$9,000 a year is allowed for equipping the World Education office, and a small amount is included for staff training. All the costs in this category are covered by the USAID community school grant.

The Save the Children model specifically includes the Mali country program director, the Mali office finance manager, and support staff. Save the Children suggested that additional funds be included in this line item to represent off-budget, nonspecified contributions. Most of the consultants hired by Save the Children worked directly on the instructional model, and as such have been allocated elsewhere. However, a midterm and final evaluation report has been included. Allowances are prorated for the Save the Children/Mali directors, although travel is paid for through other mechanisms that do not specifically relate to the community school grant. The cost of maintaining the Save the Children Bamako office is included in the direct and other direct costs, and about \$12,000 per year is spent on equipment. Although it has not yet used this line item, over \$52,000 per year is budgeted for study visits, workshops, and personnel training.

Discussion

It is both impossible and inappropriate to compare the PVO operating costs of the two models. Each has created an internal structure that ably supports its community school model. Indirect and overhead costs have been established in accordance with U.S. government regulations and are based on the individual institution rather than the grant program.

Save the Children raises funds other than through grant sources, i.e., its child sponsorship program. Consequently it is able to supplement the grant funding with additional monies. As its community school program is located in an area and in villages where it has an established community development program, the community school program benefits from the spillover effects of both additional resources and the environment they have helped create. World Education relies on grant funding to implement its programs and pursue its developmental agenda. Because nearly all of its costs appear in its USAID grant budget, in some instances there is the impression that its model is more expensive. It is important that the cost of the model not be confused with the affordability of the model (to the client, USAID). These issues will be examined in the next section.

Cost comparison and analysis

This section reviews the cost data from the previous section in aggregate form, providing an overview of the entire community school cost structure, in order to reach an approximate total model cost, delineate allocations according to cost portfolio, explore the implications of these emphases, and compare the two models. The data in Table 7 are described in two units: *per school* to show the costs associated with establishing the respective models' schools; and *per student* in order to find a common denominator by which to compare the two models. These estimates are approximate, as in some instances the costs could not be calculated or the value of Ministry of Basic Education and community contributions were not verified by survey.

Startup costs, described as one-time costs in the previous section, are annualized here in order to capture the models' costs in a single figure.¹⁷ Ten years is the estimated life-span of a school building and other capital equipment, although this may be extended if regular maintenance is provided. It is more difficult to determine the longevity of the development costs, which encompass both the preparation of the community to accept and support the school and the development of the Save the Children curriculum and instructional materials. Based on the conservative assumption that periodic updating of the curriculum will be required, as well as revitalization of community support, these costs have been amortized over a five-year period. Of course, should either the capital or development investments endure longer than the time estimates, the costs of the model could be adjusted downward.

Total model cost

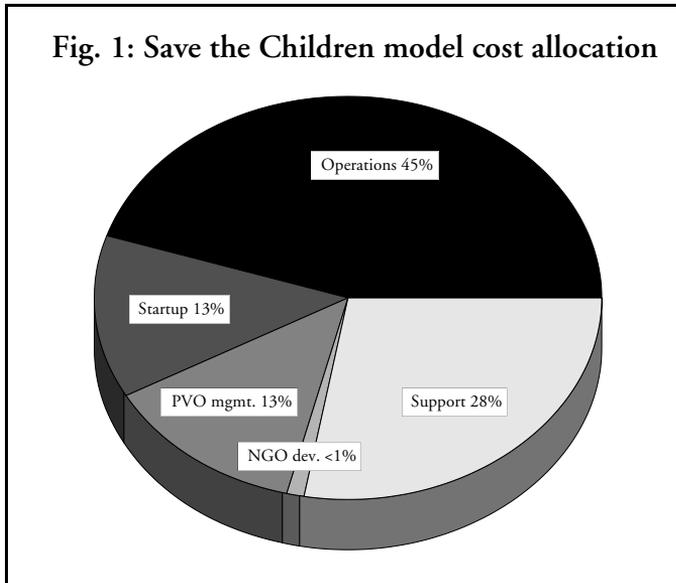
The total costs of the community schools are estimated at \$3,235 per school for the Save the Children model and \$6,496 for the World Education model. Controlling for the different student enrollment in the schools, the per student costs are \$54 for the Save the Children model based on a school of 60 children, and \$36 per student for the World Education model

¹⁷Although not done for this study, it is usual to include an annualization factor to determine the cost of facilities and equipment that estimates an average of the combination of depreciation and interest on the undepreciated portion over the life of the project. Using an interest rate of 10 percent, the annualized costs of capital equipment for a Save the Children school would be \$407 and for a World Education school \$1,848.

Table 7: Total model cost overview

Cost categories	Save the Children		World Education			
	\$ per school-year/\$ per student-year		Percent of total cost	\$ per school-year/\$ per student-year		Percent of total cost
School startup	423	7	13	1240	7	19
Development (÷ 5 years)	173			104		
Capital costs (÷ 10 years)	250			1136*		
School operations	1471	25	45	4095	23	63
Teacher salary	103			2310		
Materials & supplies	1254			1410*		
Maintenance	105			315		
APE operations	9			60		
School support	911	15	28	606	3	9
Teacher (recyclage)	123			195		
Inspection (by MOE)	28			28*		
Committee/APE training	263			90		
Committee /APE monitoring	497			293		
NGO development	13	0.22	<1	40	0.22	<1
Startup	4			4		
Operations	8			16		
Supervision (by PVO)	1			20		
PVO management	417	7	13	515	3	8
Totals	3,235/school 54/student (60)		100	6,496/school 36/student(180) 31/student(210)		100
Student contact hours	504hrs/class-yr 3.21/contact-hr	17hr/student 54/student		1260hrs/class 1.72/contact-hr	21hr/student 36/student	
APE network support		n/a	n/a	6,607/school 37/student (180) 32/student (210)		<2
With grades 4-6 included	5,070/school 42/student (120)			11,861/school 33/student (360)		

Costs have been adjusted for comparability, e.g., if MBE failed to provide student materials, estimated amount is included. Asterisks () mark adjusted line items.



if based on 180 children per school, or \$31 if based on 210 children per school.¹⁸ In terms of cost alone (not effectiveness), the Save the Children model is 50 percent more expensive than the World Education model.

Another way of comparing the costs is to look at the student contact hours. The Save the

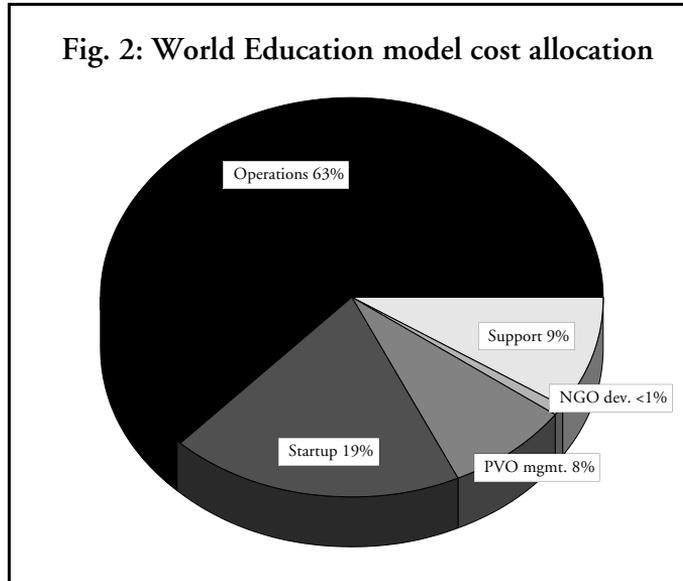
Children model prescribes smaller class sizes (or student–teacher ratio), which places it at a numerical disadvantage when dividing total costs by total number of students. But because of this smaller class size, the Save the Children model may allow for greater contact between student and teacher, a preliminary and inexact indicator of better quality instruction and improved student performance.

Since the models follow different school calendars and schedules, it is necessary to calculate the total number of potential contact hours and then divide by the student–teacher ratio per class. The annual cost per teacher divided by the potential contact hours yields the hourly cost. Surprisingly, the Save the Children model does not compare favorably with the World Education model. A World Education student will enjoy 21 hours of

¹⁸All the calculations in this study were based on the prescribed 180 children per class, although World Education reports that its schools are oversubscribed, averaging 70 (or more) children per class. While more students per class reduce the per pupil cost, they are also likely to reduce the effectiveness of instruction. Should these cost figures be used in future cost effectiveness studies, they should be adjusted to align with the number of children per class and school.

potential contact time, at a cost of \$1.72 per hour. Despite its dramatically lower cost teachers, the Save the Children model, with 17 contact hours, is still nearly twice as expensive, at \$3.21 per hour.¹⁹ There are two reasons for this. First, the Save the Children school calendar and

schedule have been adjusted, i.e., truncated, to meet the needs of the community, which is unwilling to sacrifice a full day of its children's labor to schooling. It provides for only 504 potential contact hours compared with the 1,260 potential hours of the World Education school calendar. Should the opportunity-cost savings of attending school be estimated and factored into the cost calculations, the value of a contact hour may change.



¹⁹The amount of time a teacher spends in the classroom is difficult to specify with certainty. World Education states that it follows the official Ministry of Basic Education school calendar and schedule, and that its schools operate about seven hours a day, five days a week, nine months a year. This, however, is at odds with a 1997 survey of primary schools in the Koulikoro region by IIEP, which states that the official instructional time is 26.5 hours a week or 6.5 hours a day, four days a week. If applied to World Education this would reduce contact hours to 16 per student and increase the costs to \$2.30. A 1995 survey of primary schools by Esquieu and Peano found that on average a public primary school teacher spent 28 hours on instruction, and 21 hours on course preparation. If these figures are used for World Education, then the total potential contact hours per year is 1,008, the contact hours per student is 17, and the cost is \$2.15 per contact hour, still less than the \$3.21 estimated for Save the Children. If the two-hour school day is used for Save the Children as reported in some schools, then the cost per pupil contact hour for Save the Children schools would be \$4.80.

The shorter school year of the Save the Children model may be the key to attracting and retaining students. And, of course, there is no data yet to compare how effectively the Save the Children and World Education teachers make use of these potential contact hours either in terms of instructional quality or instructional time-on-task.

The second reason is revealed by studying the breakdown of the different cost categories. Interestingly, there are few major differences in unit costs between the two models. When aggregated, school startup, school operations, and NGO development costs are either identical or close in value (although there is some significant variation within these groupings, discussed earlier). The key differences are found in the management costs (with \$7 for Save the Children and \$3 for World Education) and in the school support costs, this latter with the greater explanatory power. The Save the Children model calls for five times the resources allocated by the World Education model for school support. This grouping includes teacher training, APE training, Ministry of Basic Education inspection, and general support. Save the Children has indicated that much of its support is aimed at its teachers, who have little or no formal education. The axiom that “there is no free lunch” comes to mind: the notable cost-savings realized by Save the Children’s dramatically low-paid teachers is apparently undone by the increased resources needed to support them.

A facet of the World Education model is the development of an APE network, with federations formed at the various geopolitical levels. Although World Education considers this an integral component of its program to ensure that national education policy and practice is responsive to community needs and desires, it has been differentiated from the actual creation, operation, and support of the community school model, which could be replicated without this activity. At nearly \$56,000 per year (only 2 percent of the community school costs, but much more of the grant budget), USAID was concerned that its marginal cost to the community school model was excessive.

This appears not to be the case. The per student cost increase with this component is less than \$1 per year (\$0.61). However, basing unit cost calculations on the World Education end-of-grant figures (500 schools and 90,000 children) is misleading. As opposed to the community school model, the APE network development feature of the World Education program

should be viewed as separate and with a much wider constituency than those communities where World Education schools have been established. The spillover benefits of this activity will reach a national audience, and should be factored on the number of students who benefit nationally, which is as yet unknown. This will dramatically diminish unit costs even further.

At the time of this study, both models had only established grades 1 through 3 in their schools, although Save the Children had just initiated support of four grade 4 through 6 schools (with two of the communities opting to drop the earlier grades). Certain economies could be realized as the schools expand to provide the standard primary school cycle, particularly in administrative support and management. To estimate the cost of a full-grade school, the line items in the cost table relating to construction, school operations, and teacher training were simply doubled and the support costs held constant. However, these calculations do not take into account the probable realities that will need to be faced in the higher grades: teachers will need to be literate in French, they will be harder to recruit, and their salaries will probably be higher; books and materials will be more expensive; teachers may require greater support in the higher grades as the material becomes more challenging.²⁰ Nonetheless, the costs per student do fall significantly, with the Save the Children per-student cost at \$42 and the World Education per-student cost at \$33.

A factor that must be considered when comparing the costs of the two models is the effect of the Save the Children model triennial intake policy. This study compared the community school models on an annual basis, but the comparative costs will change over time. Every three years, the Save the Children village school will recruit 60 children to follow the grade 1 through 3 cycle. Save the Children estimates that this will allow every village

²⁰Indeed, as the Save the Children schools have expanded over the last two academic years to include the upper “francophone” grades, teacher qualifications have increased, as have their salaries. Save the Children reports that it is not uncommon to have a community member teaching grades 1 through 3 in Bambara for a monthly salary of \$7 to \$10, alongside an “outsider” teaching grades 4 through 6 in French for \$40 to \$50. Although the more qualified teachers are more expensive, Save the Children points out that potential savings could be eventually realized in less intensive support to more qualified teachers and that communities opting for the higher grades would necessarily contribute more to the school to cover teacher salaries.

household to enroll at least one child in school, possibly covering about half of village school-aged children. Over time, this policy may make the Save the Children schools more costly to operate than World Education's, which follow an annual intake policy. This means that Save the Children schools will reach only sixty children every three years, while the World Education schools—by the fourth year of operation—will have enrolled 540 children, nine times the Save the Children capacity (although the school size in any given year is only three times as large). Because of student flow dynamics, the efficiency of the Save the Children schools will be diminished and cost per third grade completer increased.

School versus support costs

If it was not apparent from the previous section, Table 7 shows that the structure of community schools is much more complex than simply convincing a community to construct a modest building or placing a literate villager in a classroom. Although notable innovations and alternative approaches to conventional schooling, they are far from the whole picture as quantitatively revealed by the cost figures and allocations. In fact, teacher salaries and school construction costs account for less than 11 percent of the cost of the Save the Children model (but 54 percent of the World Education model). Unlike the “spontaneous” community schools of Chad, developed by communities without assistance, the community schools of Mali are the result of a great deal of preparation and support from organizations external to the villages. In addition to the development costs (listed under “school startup”), three of the five cost categories in the community school cost structure describe support-type expenditures aimed at bolstering school operations. And these costs are not negligible: they represent a minimum of 47 percent of the Save the Children model budget and 20 percent of the World Education model budget. The complex support structure—entailing animators, NGOs, and the PVO—belies the low cost and ostensible simplicity of community schooling. While the support structures developed by Save the Children and World Education are obviously not as extensive as the Ministry of Basic Education bureaucracy, and are arguably more effective in school support, it is clear that community schools do not exist in isolation and require intensive backstopping, although to what extent this may decline with time is difficult to project. In

all likelihood, as the school management committees develop their skills, they will require less support. This would notably reduce the World Education model cost, which applies considerable effort and resources to APE development. It is less likely that teacher support needs would diminish significantly, particularly if neoliterate and unschooled teachers continue to be used and teacher turnover is high. This means that the Save the Children model, which excels in and amply funds teacher support, is not as likely to experience cost reductions in this area.

Table 8: Cost components comparison

	Save the Children		World Education	
	<i>\$/school-year</i>	<i>Percent</i>	<i>\$/school-year</i>	<i>Percent</i>
Total cost	3,235/school	100, of which:	6,496/school	100, of which:
Schools vs. support	1,721 : 1,514	53 : 47	5,231 : 1,265	80 : 20
Teacher-related (less salary)	974/school 487/teacher	30	345/school 115/teacher	5
School mgmt. committee/ APE-related	344/ committee	11	422/APE committee	6
Instructional materials	897/school 15/student	28	1,260/school 7/student	19

The previous section observed that the use of NGOs added an additional layer of management and had model cost implications. Table 7 shows that while the costs per school are not inconsiderable, the resources devoted to NGO development represent less than one percent of the total cost of a community school. Each model spends about \$0.22 per student, although the World Education absolute cost per school is three times higher. Figured on a per-NGO basis, however, World Education invests nearly \$19,000 in NGO development and Save the Children about \$12,000. Assessment of the effectiveness of these costs requires determining whether there is improved capacity and chances for sustained, independent effort on the part of the NGOs to promote and support the community schools. Save the Children indicates that most of the NGO development activities are aimed at school support—understanding the instructional model, etc., while World Education uses most of its resources to increase the NGO’s

management skills. The World Education approach appears to be more likely to leave a legacy of improved NGO capacity, although whether it will be applied on behalf of community schools is unclear.

Teacher-related costs

Only 3 percent of the Save the Children model's costs is consumed by teacher salaries; 35 percent of the World Education model's costs is spent on teacher salaries. But the implications of the models' divergent approaches to teacher recruitment play out in more ways than just salary differentials. As noted, the Save the Children model provides heavy support for its unskilled teachers. Teacher-related costs include initial teacher training, teacher materials, classroom supplies (mainly used by teachers), teacher refresher training, and school support and monitoring (only in the case of Save the Children). Excluding teacher salaries, nearly 30 percent of the Save the Children model cost (\$487 per teacher) is allocated to teacher-related support. In contrast, World Education devotes only about 5 percent of its budget (about \$115 per teacher) to teacher-related support. This should not be interpreted to mean that the amounts spent by Save the Children are excessive or unnecessary, but only to point out a possible tradeoff in the Save the Children model economy. In fact, recent assessments of student performance indicate that the Save the Children students outperform their government-run school counterparts in grades 1 through 3. The World Education model has yet to report on student performance, so it is unclear whether its investment in teacher support is optimal.

Student materials

To complete the instructional package, Save the Children students also are supplied with learning materials and basic supplies, averaging \$15 per student. This is twice as much as the World Education model's \$7 per student expenditure, even with the "theoretical" \$5 per student material budget that is to be provided by the Ministry of Basic Education (but was not). Together, teacher-related costs and student materials would bring the per student costs of the Save the Children model up to \$31 (or 58 percent of the school budget). For World Education, total per student expenditure would be \$9 (or 24 percent of the budget).

School management/APE committee-related costs

The school management/APE committee-related costs include selection, initial and refresher training, materials, linkages, and support and monitoring (only for the World Education model). The World Education model spends \$422 per APE committee annually (6 percent of costs) on its development and support compared to the \$344 spent by Save the Children (11 percent). The reason this amount is not lower for Save the Children is that the literacy training encompasses the entire village and not just the school management committee members, making it more costly. It has been included here in its entirety rather than prorated on a per-person basis, as this is part of Save the Children's community school approach. However, if reduced to \$10 per person, Save the Children school management costs would drop to \$171 or 5 percent of the school budget.

Community contributions

The funding formulas developed for the Save the Children and World Education models differ significantly. Both models look to the USAID grant, the Ministry of Basic Education, and the community for support, but their expectations of the various roles and responsibilities are very different.

The foundation of the community school is, of course, the community, which is expected to support the school both managerially and financially. The World Education model exemplifies this, insofar as it can be measured in monetary terms. (It was beyond the scope of this study to assess the managerial capacity and effectiveness of the school management or APE committees.) More than half of the community school costs are borne by the community. The community—primarily parents of students—finances a substantial proportion of the school startup and operation costs. In-kind contributions of labor and local materials cover about 62 percent of the school construction costs. More importantly, three-quarters of the recurrent, highly visible costs of school operations are paid for by the community through fee payments to the APE or individual household expenditure on their enrolled children. The only operation expenses that are not assumed by the community are the teacher manuals and student materials, which should be provided by the Ministry of Basic Education. While the community contract stipulates that it is responsible for paying teacher salaries, the World Education APE committees have independently set aside funds to finance

their own operations and have voluntarily underwritten the expenses associated with maintaining contact with other APEs and the Ministry of Basic Education offices. The APE committees also assumed responsibility for investing in teacher capacity-building by paying the per diem and travel expenses associated with annual refresher training. This represents 20 percent of the school support expenditures.

In contrast, the financial burden both prescribed and assumed by the Save the Children communities for the village schools is very light. Only about 7 percent of the total community school cost is borne by the community, which raises questions about the extent of community commitment to the schools and their long term survival. (Again, this is not intended as an assessment of school management committee effectiveness.) Across the various cost groupings the Save the Children communities show less financial support for the school than their World Education school counterparts, covering 47 percent of capital costs, 7 percent of school operation costs, and nothing for school support or teacher training. Since the Save the Children model is more expensive, it is somewhat misleading to compare community contributions on the basis of cost percentages. However, on a per-student basis, Save the Children community payments of \$4 do not rival the \$22 from World Education communities. Individual Save the Children household contributions per student are \$1.50 in cash compared with the \$11 from World Education households.

The reason for this striking differential is not clear. Economically, the Save the Children villages are comparable to the rural World Education communities, and neither number among the poorest in Mali. Kolondieba, where the Save the Children schools are located, is in a wealthy cotton-growing region. In fact, poverty may not be the constraint to payment, but opportunity costs may well be. The reluctance of economically rational parents to divert household labor from cash crop production, coupled with the absence of a tradition of school attendance due to low coverage of government-run schools, may explain the communities' perceived aversion to paying school fees. Originally the communities were asked to fund student supplies after the first year of the village school operations, but this has not happened. It is notable that the village council contributes about \$14 per school per year from communal funds, as opposed to user fees. Nevertheless, the funding formula used by the Save the Children model

seems to define—whether or not intentionally—the community members more as recipients than partners and owners of the school. The Save the Children principals concede that the fee payment bar could probably be raised, as it was originally set low to entice communities to participate in an untried “experiment.”

Role of the Ministry of Basic Education

The Save the Children and World Education community school programs were not developed independently of ministry approval, input, and dialogue. The government of Mali passed legislation to legalize and encourage the development of nongovernmental schools, the Save the Children instructional package was developed with ministry curriculum specialists, and the ministry is regularly consulted about design and implementation issues, based on the understanding that the community schools are to be considered part of the national education system. As such, the community schools were expected to receive certain services and materials from the Ministry of Basic Education, although the amounts and percentages it would contribute to the community school programs were modest (less than 1 percent for Save the Children schools and less than 20 percent for World Education schools).

The Save the Children model calls for regular school inspections and encourages ministry personnel to participate in its teacher training workshops, both part of its campaign to inform the way the ministry thinks about and supports primary schooling. The World Education model, which differs from government-run schools only in the financing sources and active managerial role of the APE committees, by they are eligible to receive teacher and student materials, school furniture, periodic teacher refresher training, and regular inspection—in short, all the services supposedly provided to government-run schools. As depicted by the brackets in Table 3, the ministry at the time of this study had not fulfilled most of its obligations, and for those it did, it often was with financial assistance from the USAID grants. Save the Children paid for school inspection visits, even procuring the motorcycles for the inspectors. World Education arranged for and financed (with community assistance) the teacher training workshop, school furniture, and teacher manuals. Its students did without the textbooks and instructional materials.

Table 9: Funding sources overview

	Save the Children		World Education	
	<i>\$/school-year</i>	<i>Percent</i>	<i>\$/school-year</i>	<i>Percent</i>
Total cost	3,235/school 54/student	100 of which	6,496/school 36/student	100 of which
USAID comm. school grant	2,901/school 48/student	90	2,338/school 36/student	40
PVO resources	114/school 2/student	4	4/school	<0.001
NGO resources	0	0	0	0
	<i>Percentage of total line item covered by community</i>		<i>Percentage of total line item covered by community</i>	
Community contributions	220/school 4/student	7	3,927/school 22/student	60
● School startup	117	28	700	56
–capital costs	117	47	700	62
● School operations	103,		3,107	76
–teacher salary	of which	7	of which	of which
–materls/supplies	103	of which	2,310	100
–maintenance	0	100	420	30
–APE operations	0		315*	100
● School support	0	n/a	60	100
–teacher training			120	
	<i>Percentage of total line item supposed to be covered by MBE</i>		<i>Percentage of total line item supposed to be covered by MBE</i>	
Ministry of Basic Education	[28/school]** [0.50/student]	[0.9%]	[1169/school] [7/student]	[18]
● School Startup	n/a	0	[76]	[6]
–Curriculum dev.	n/a		not costed	
–Instructional materials	n/a		not costed	
–School furniture	n/a		[76]	
● School operations	n/a	0	[990]	[24]
–Teacher manuals	n/a		[90]	
–Student textbooks	n/a		[900]	
● School support	[28]	[3]	[103]	[17]
–Tchr refresher trng	n/a		[75]	
–School inspection	[28]		[28]	

*This is possible given revenues collected by the APE from the community, but there is no reported activity by the community yet.

**Brackets indicate agreement with Ministry of Basic Education to provide, but not supplied.

Given the state of the public sector education budget and investment framework at the time of this study, it would be unfair to assume that the community schools were singled out for neglect. Despite policies and even budget line items calling for the provision of many resources and services to the schools, the Ministry of Basic Education falls far short of delivering these items. Most of its primary education recurrent budget is consumed by teacher salaries, and its capital budget is consumed by construction of higher cost classrooms in mainly urban areas. Many of the services it envisions are unrealistic—as in the case of \$52 for student materials. In particular, the World Education model has aimed at meshing well with government-run schools in order to benefit from government support. The irony—at the time of this writing—is that there is “no there there” in terms of public education services, so that the anticipated cost-sharing between public and private sectors is problematic. The result is that the communities bear an even greater proportion of the community school financing burden, while at the same time they are dependent on external—and transitory—resources to fill the financing deficit.

Comparison to government-run schools

This study aimed to identify the costs associated with the two USAID-supported community school models to better understand the “ingredients” that go into their operation and support, and provide a basis for comparison and identifying cost-saving innovations and best practices that could be shared between the models to improve their efficiency. It was not intended to demonstrate that the community school models were either cheaper or more effective than government-run schools, and as such did not collect cost data on public schools. Cost comparison of these alternative school models with government-run schools is naturally of interest, however, and should be the subject of future research. In the interim, some preliminary, inexact, and occasionally anecdotal comparisons can be made by estimating a gross per-student cost based on overall budget figures and comparing certain “inputs” for which cost data was available. Most of the data presented in Table 10 are derived from a 1996 compilation of cost studies by Equieu and Peano exploring different aspects of basic education finance in Mali. Because the data presented were based on a series of surveys and studies that do not always correspond to each other and that straddled the pre- and

postdevaluation of the CFA, the conclusions must be regarded with caution. Table 10 presents several interpretations of the Ministry of Basic Education data, and makes a rough comparison with the two community school models to provide an idea of the differing cost structures.

The total per student expenditure for all primary education (grades 1 through 9), including both public and private expenditure, for all types of schooling (public, religious, lay, and community schools) was \$61 per student in 1994, which exceeds both the Save the Children and World Education models' unit costs. This higher figure captures the better-endowed private schools (e.g., Catholic) as well as the poorly-resourced community schools (excluding the Save the Children and World Education models). The total cost structure shows that nearly 17 percent of all primary education expenditure goes for teacher training (pre-service and in-service) and general administration, most of which is funded through the public sector budget. On average, parents bear 16 percent of the education costs, although this of course varies with the type of school and includes expenditure on books, supplies, clothing, transport, and supplemental courses in addition to school fees. Not surprisingly, this overall expenditure surpasses the amounts for the community schools, given the wide range of schooling options included.

More comparable are the per-student expenditures for the first cycle (grades 1 through 6) government-run public schools, which appear to factor in administrative and other support costs. The average per-student cost of a government-run school is \$42—over 20 percent less than the Save the Children model, but over 15 percent more than the World Education model. If only the school operating budget is used (less administrative and support costs)—and based on the responses of school directors—the government-run school and the World Education student costs are identical. But for the same cost, the World Education model covers all administrative and support costs, teacher training, APE creation, and NGO development. It also includes school construction, as opposed to additive capital improvements. What the per-student cost of the World Education model does not include—and is presumably captured in the higher \$42 per student cost for government-run schools—are the costs associated with curriculum and materials development, examinations, and all the other “quality control” services provided by the Ministry of Basic Education.

The cost structures of the government-run schools and the community schools differ as well. Capital costs of government-run schools exceed both the dollar amounts per student and the share of total costs of the Save the Children and World Education models. In part, this may be explained by the methodology used to allocate costs, but the higher construction standards and the reported \$10,000 per classroom cost would be a major factor. As expected, teacher salaries also represent a high percentage of the government-run school budget, accounting for at least 50 percent of expenditures (more at the school level). Even with the generous in-kind contributions of the World Education model that raise the amount by nearly half, the teacher expenditure for the World Education schools is still only about 60 percent of what public service teachers are paid. (Only 18 percent of government-school teachers are reported to receive in-kind salary supplements.)

In contrast, both the Save the Children and World Education models spend considerably more on instructional materials and supplies. The government-run schools average \$2 to \$3 per student, far less than the \$5 per student figure used in the World Education model, and roughly comparable to what World Education spent on teacher manuals. In short, public school pupils must provide their own materials, in sharp contrast with the Save the Children students. “Other operations” for the government-run schools would presumably include administration and support. The 7 percent figure is consistent with ministry reports that 75 percent of its recurrent budget goes to teacher salaries and the rest to administration (with a modest amount for instructional materials). The contrast with the Save the Children and World Education models, which invest a healthy proportion of their budgets in school support, is striking even without the burden of preservice teacher training.

The state, naturally, bears most of the expense of government-run schools—88 percent compared with the 18 percent requested for World Education schools and the negligible 0.50 percent for Save the Children schools. But the extent of parental and community support is surprising. First, while the financial role of the community (as opposed to parents of students) is small in the government-run schools—not exceeding 3 percent, it is not far below the percentage received from the Save the Children school communities. In fact if the labor contributions calculated for Save the

Children schools are factored out, the cash contributions of public school communities surpass that of Save the Children communities (\$0.35 versus \$0.23). The World Education schools are far more typical of what is expected of community schools, although the amount from the community is provided in labor and materials.

A similar pattern is found in terms of the costs to households or what parents of students are expected to pay. The World Education model requires by far a greater amount from households, averaging \$18 (\$13 in cash). However, parents of public school students underwrite their children's primary school expenses to a far greater extent in both absolute and relative terms than do the parents of Save the Children students. Students of government-run schools pay between \$6 and \$8, compared with the \$1.50 for Save the Children students.

The structure of payment differs between the community and public schools. For the latter, relatively little is paid to the school for school fees, APE dues, etc, and much more is expended to equip the child for school—in many respects to make up for what the ministry is not providing, e.g., furniture, books. An inverse formula is used by Save the Children: students pay a modest amount directly to the school to cover teacher salaries, and Save the Children funds all the “hidden” costs associated with schooling (except uniforms that are not required). The World Education students appear to bear the heaviest burden: they must pay a hefty amount in both in school fees and to a lesser extent provide for the purchase of supplies, etc.

Neither the Save the Children or World Education schools seem to conform to the popular or expected model of community schooling. While the World Education schools are more “self-financed” with resources originating in the village, the community as an entity (in contrast with parents of students) is not a prominent source of funds. The Save the Children schools received little from either source, but more from the community (through the village councils) than the World Education schools. Still, the amount received from the community of Save the Children schools is rivaled by the government-run schools.

Table 10: Government-run school costs

	Government		Save		World Ed.	
	\$/student-year	Percent	\$/student-year & percent	\$/student-year & percent	\$/student-year & percent	\$/student-year & percent
1994 primary education expenditure (600 CFA=\$1US)						
Total expenditure (grades 1-9), of which	61/student	100	54/student		36/student	
-Preservice teacher training		2	8		0	
-Inservice teacher training		5	4		3	
-General administration		10	37		6	
-Parents pay		14	3		49	
-Communities pay		2	4		11	
1994 government-run school expenditure (600 CFA=\$1US)						
Total public school expenditure (grades 1-6), of which	42/student	100	54/student		36/student	
-Capital costs	14/student	33	7	13	7	19
-Operating costs	28	67	47	87	29	81
Teacher salary	21	50	2	3	13	36
Other personnel	1	3	0		0	
Materials/Supplies	3	7	21	39	8	22
Other operations	3	7	24	44	8	22
-State pays:	37	88	[0.50 <1]		[7 18]	
-Communities pay to school:	1.3	3	2.18	4	4	11
-Families pay to school:	0.88	2	1.50	3	16	44
-Families pay outside of school:	4.8	11	0		2 5	
1995 government-run school operating budget (450 CFA=\$1US)						
Total budget (grades 1-6), of which:	36/student	100	54		36	
Investments	11	31	7	13	7	13
Teacher salary (in-kind)	22 (0.20)	61	2 (0)	3	13 (5)	36
Other personnel/Operating	1	3	24	44	8	22
Books	2	6	21	39	8	22
Communities pay to school:	0.35	<1	2.18	4	4	11
Families pay to school:	0.54	1.5	1.50	3	16	44
1994 family expenditures for government-run schools (600CFA=\$1US)						
Total family cash expenditure (grades 1-6)	8.44	100	1.50 100		18(5) 100	
-School fees, APE	2.37	28	1.50 100		11(5) 89	
-Books, supplies, benches	5.92	70	0		2 11	
-Uniforms	0.15	2	0		0	

Conclusions

Community schooling is often thought to be an inexpensive alternative to public education. Clearly, the Save the Children and World Education community school models are not “low cost,” although in many respects they compare favorably to the government-run primary schools. The World Education model (\$36 per student) may be significantly less expensive when taken to scale and expanded to include grades 1 through 6. The Save the Children model (\$54 per student)—which has enjoyed a reputation of being inexpensive based on some well-publicized low-cost innovations—has proved more costly than both the World Education and government models (\$42 per student) for grades 1 to 3, and roughly equivalent to the government model when expanded to include the six primary grades.

Unacknowledged costs versus publicized cost savings

There is far more expense associated with the creation and operation of the community schools than has generally been publicized or acknowledged. The Save the Children and World Education schools do not function independently, but require support and a support structure that represent considerable costs in addition to more apparent routine school operations and consume a significant portion of the total school budget. Both the Save the Children and World Education models have developed several cost-saving interventions, such as low-cost classroom construction, lower-cost school furniture, and lower-paid teachers, but each of these noted “hidden efficiencies”²¹ entails tradeoffs and is offset by other costs. For example:

- Cost reductions realized by the lower salaries of Save the Children teachers are negated by the increased resources needed for literacy training, teacher training, and pedagogical support, and these investments are compromised by the reported²² probability of high teacher turnover.
- The low cost construction models employed by both World Education and Save the Children may end up costing more over time given their limited durability.

²¹Strickland and Williams (1997).

²²Muskin (1997).

- World Education’s use of the existing Ministry of Basic Education instructional package (curriculum, materials, language) does reduce the costs of curriculum and material development, but may result in poor student performance, reducing student flow efficiencies and discouraging financial investment in the school by households and the community.
- The full provision of all instructional supplies to Save the Children students, while increasing the chances of student persistence and achievement, may serve as a disincentive to increasing the fragile community financial support of the school.

But there are also some “hidden efficiencies” that have not been recognized, could serve as models, and deserve further scrutiny and comparison with government-run school costs. For example, both Save the Children and World Education have achieved very low cost per teacher per day for inservice training.

Potential for cost effectiveness

But costs are also relative to product. Although the cost reductions may not be as dramatic as anticipated, cost savings may ultimately be realized in terms of the increased effectiveness of the Save the Children and World Education models. Though effectiveness data are not available, the cost data collected in this study, coupled with student performance data from other studies, do allow for some speculation. The core of the Save the Children model is an innovative, learner-centered instructional package that aims at improving student performance. Early results reported in Muskin et al. and more recently by Save the Children indicate that the Save the Children school students in grades 1 through 3 are attaining better literacy and numeracy skills more rapidly than their peers in government-run schools. These results are the consequence of several variables: smaller class size, better curriculum, available instructional materials, maternal language instruction, intensive pedagogical support, and a general sufficiency of resources. As yet, it is impossible to know the differential impact of the inputs. Future analyses will have to determine whether student performance gains justify the higher costs of the various components. It is obvious, though, that the student achievement gains will have to be considerable in

order to decrease the cost gap between the World Education and Save the Children models. (At scale, this would be \$9 per student, requiring student achievement be almost 30 percent greater than the World Education model.)

The potential for effectiveness of the World Education model in terms of better student performance appears to be less promising. Positive student outcomes may founder on the inadequacies of the Ministry of Basic Education instructional package (French-language instruction, traditional curriculum, etc.) adopted by the World Education model, its larger class sizes, comparatively little pedagogical support, and lack of student materials, offsetting the advantages of its better (than Save the Children) qualified teachers. Moreover, it is not as clear from the World Education model that—in the shorter term—the intended impact should be measured in the metric of student achievement. Unlike the Save the Children model, the World Education model has focused on accommodating excess demand for primary school and has aimed most of its effort and resources at building the capacity of the APEs to manage the school, based on the premise that more community involvement in the school will lead to better management that—in turn—will support better classroom instruction and student learning. Consequently, cost effectiveness of this model may best be measured in improved school management.

If the effectiveness of the Save the Children and World Education models is measured by the same student outcomes, it appears that cost savings for the Save the Children model will result not from lower absolute per-student costs, but rather from higher student performance levels. The inverse is true of the World Education model: the savings it realizes is from lower input costs rather than the high probability of improved student achievement.

Community financing potential and equity considerations

The financial role played by the community and parents in the Save the Children and World Education schools belies the commonly-held belief that communities assume full or even primary responsibility for funding the school. The World Education parents underwrite a remarkably large share of the costs: they finance most of the school operation costs, and parental contributions far surpass the amounts provided by either Save the Children or government-run school households. But they still do not cover more than

60 percent of the costs associated with the model. Obviously, the costs of running a school are likely to exceed what many willing communities can provide, which of course is the argument for public sector financing. In contrast, the amounts and budget share provided by Save the Children parents and communities is so small as to raise questions about the legitimacy of using the appellation “community school.” The overwhelming share of resources in the Save the Children schools are provided *for* the community, not *by* it.

The different roles played by the communities and the households raise equity issues. Although the revenues raised locally for the school were higher for the World Education model, they primarily came from parents. Fees paid by or contributions made by families of students are essentially user fees, and may limit the amount that parents can pay in poor and rural communities—resulting in the exclusion of children from poorer households and financial hardship for the school. While modest, the Save the Children model did receive resources from the village council in addition to parental payments, which serves to defray the already small direct costs (due to large Save the Children subsidies) to individual families and ensures that most households can send at least one child to school. A fundamental idea behind community schooling is that while the school serves the community, the community supports the school. If the community is almost uniquely defined to mean the households with enrolled students, then the diversification of financial responsibility essential to school survival is lacking. The community school becomes a nonprofit private school for parents who are able to pay.

Consequently, it could be argued that the World Education schools have expanded opportunities for schooling, but have not really increased equity. Not only may the poorer students in the community be excluded by the high user fees, but the unintended effect of placing these community schools in underserved areas may be that poorer communities end up having to bear a greater financial burden than more affluent areas that the government has traditionally targeted. This latter consideration could be redressed if all the primary schools sponsored by the government were to adopt similar fee schedules to eliminate uneven and unfair application of school fees, entailing a major policy change and probably a great deal of political controversy as fees are requested and raised in some schools and lowered in others.

Further all communities will not enjoy the same ability to pay or willingness to accept the model of education offered. The USAID community schools program demonstrates that there are segmented markets for primary education service. Even communities (such as those in Kolondieba) that may be disinclined to enroll their children in conventional models of schooling will respond to models of education tailored to suit the local environment. However, the optimal balance between demand, the services offered, and their price must be determined. There is the risk that setting too low a price, as may be the case in the Save the Children schools, will ultimately be a disincentive to community support and participation in school, having raised unrealistic expectations of subsidy.

Increased affordability

Although neither the Save the Children nor World Education models is inexpensive, each may be more *affordable* than government-run schools. Each has attempted to redefine the financing structure of the school so all parties—providers as well as consumers of educational services—are assigned the costs that are easiest for them to bear. The community school models have parsed and shifted the financing burden to those best placed to assume particular costs. This does not mean that rural, poor, or marginalized populations do not pay for education, but that they become responsible for the costs that they are able and willing to support. In so doing, the cost per student may not change, but all parties' ability to contribute is enhanced.

The government-run school model assumes—in principle, if not actually—nearly all direct costs, except those associated with outfitting the student. The Save the Children and World Education models defray building costs by requiring community labor and in-kind contributions. In addition, the World Education and Save the Children parents and communities have accepted to pay for the more obvious, overt school costs—such as teacher salaries, long-considered the responsibility of the government in Mali. This suggests that certain costs typically and traditionally assumed by the government could be shifted, reducing line-item expenditures in the public sector education budget and allowing a reallocation of public expenditure to those areas and for those services that communities and households are less able or willing to pay for, such as school and teacher support, books, etc.

The World Education model presents a striking example. Although the total cost of the model (for the early grades) is \$36 per student, the cost to the government would be only \$14 because of the substantial parental and community contributions. The potential cost savings to the government is \$22. Even if increased by 10 percent for general administrative support, the cost would still equal only \$18 and compares favorably with the estimated \$37 cost of the government model (less community and household contributions). The implication is clear: with the cost-savings of adapting the World Education model, the government could finance roughly twice as many students, at least in the early grades. Alternatively it could apply the cost-savings to improved quality by reallocating its budget to augment its school inspection and pedagogical support services and actually providing the materials it has pledged.

The example of the Save the Children schools is not as compelling, given the low rate of community and household support, although Save the Children villages have shown themselves ready to assist in school construction and contribute for teacher salaries (albeit at a very low level). However, were the government to adopt the “affordable” World Education model, it could consider applying the cost savings to those populations that are harder to reach, in recognition of the different education markets that exist. At the very least, each model offers areas for potential cost savings that the government could adopt.

Prospects of sustainability and replication

Affordability, however, does not assure sustainability or replication. USAID’s objective in supporting the community school program was not simply to demonstrate alternative models of schooling, but to create schools that would endure and whose operations would be sustained locally—by the community, indigenous NGOs, or the government.

Both World Education and Save the Children have included some provisions in their designs to contribute to the sustainability of their schools, although in this respect the World Education model is stronger. To ensure continued community support and strong school management, ongoing training is provided by both World Education and Save the Children to the school management and APE committees in both management and literacy. Although the school committees have indicated they still require support

and guidance, there are some indications that the committees are taking charge of the school operations, liaising with ministry representatives, and networking independently with other school committees. A national network of APE federations also strengthens the capacity of local school committees to interact with government entities, lobby for resources, and influence policy decisions. The critical question of who will help establish, orient, and train communities and their school management or APE committees when USAID's funding ends has not yet been answered.

Each model has begun to build local support capacity for the schools through the use and training of local organizations for implementation of the school models. The World Education model also provides for the institutional development and capacity building of the organization itself, to promote its own survival and effectiveness in raising and managing resources. While the NGO partners have acquitted themselves well in providing school support, discussions with them raise questions about their future role and the resources they will be able to provide to support the community school program. As noted earlier, the NGOs primarily view themselves as "contractors," willing to implement programs that provide operating funds. They do not yet appear to have developed a sense of their own mandate or an ownership of the community school program. It is unlikely, should USAID funding be terminated, that these organizations would be able to continue to support the community schools or even seek the funding elsewhere to do so.

The Save the Children and World Education models have also worked to forge linkages with the various offices of the Ministry of Basic Education to ensure that they are viewed as part of the national education system and receive the financial support due public and most nonprofit religious-based schools in Mali. This has met with varying success. First, ministry support has been curtailed by a lack of available funds to provide the support services it is charged with. A 1997 survey (Carron et al.) indicates that most government-run schools in the Koulikoro region do not receive the books or materials mandated by ministry policy. Visits by pedagogic advisors and inspectors are infrequent and unevenly distributed across schools, and few public school teachers receive the individualized attention provided by the Save the Children model.

A second, more serious, factor affecting community school support emerged during the discussion surrounding the 1997 development of the

national education reform program. Not all Ministry of Basic Education officials were clear about the status of the community schools that had been established by previous agreement, and would make them eligible for government funds. The Save the Children schools were not initially viewed as legitimate primary schools, but rather as “literacy centers” that placed them outside the primary education public resource envelope. The World Education schools—differing only in funding formula and teacher qualifications from the government-run schools—were seen as part of the ministry system.

Because the Save the Children and World Education schools require support—both financial and technical—over and above what local communities and organizations are likely to be able to provide, their long term survival depends in large part on government support. Government support—in turn—is largely contingent on how easily the community school model can be assimilated and adapted into the prevailing education system. Clearly, the World Education schools would require less change on the part of the ministry, given that they replicate the government-run school organization and instructional package. Moreover, their costs and financing formula offers a powerful incentive to the government to provide support. For less than half the cost of a government-run school, the ministry could provide the identical model of primary schooling (though with the prospect of the same poor academic results).

But the government would have to confront some hurdles, many with cost or financing implications. The biggest impediment to the replication of the World Education model is the issue surrounding teachers—their status, terms of service, and acceptability to the national teachers’ union. The ministry would have to reorganize to provide the type of school support that World Education does, redefining the type of teacher training provided (inservice rather than preservice), and the level and type of support given by the inspectors and pedagogical advisors. It is also questionable whether the government is best placed to work with communities to assist them to develop their school management role and skills. One option would be to “outsource” the school management training and other support to local organizations.

Integration of the Save the Children model is more problematic, given its instructional approach, support needs, and cost. Not only does it entail

more expense (even with community contributions), but the instructional materials and assistance required by its teachers exceeds what the Ministry of Basic Education inspection and pedagogic advisory services can provide—both in theory and realistically. Adaptation of its radically different instructional package—particularly the use of maternal languages—would require major educational policy changes. Although the replication of the Save the Children model by the ministry appears to be unlikely at this point, it has had some influence on the reform planning process. The use of local languages, condensed curricula, and unqualified teachers have become part of the national policy dialogue. Moreover, Save the Children has already developed the local language instructional materials and created a trained cadre of teachers experienced in local language instruction, which provides a sound foundation for eventual transition to maternal languages.

In addition to the technical and budgetary challenges associated with integration of the community school models, there are other factors that may temper government willingness to adapt key aspects of the community school models—specifically, those of authority and sovereignty. Both the management and financing structure of the community school models necessitate that the government—at both central and regional levels—relinquish significant power and control of the school and its personnel. Not only are World Education and Save the Children communities playing leadership roles in managing their schools, but they have taken significant responsibility for financing them. More importantly, they have assumed financial control for one of the most important “levers” of influence within an education system and political economy—teachers. In Mali, like many other countries in sub-Saharan Africa, teachers represent the largest group within the civil service. The teachers’ union and other teacher organizations wield tremendous influence as policy brokers and are powerful political forces. However, balancing this is the fact that teachers are still hired and paid by the government. The community schools, in essence, appropriate this authority as the employers and financiers of the teaching force. Although the government has stressed the need for greater community participation and financial support of the schools in its policy planning process and in its official policy document (*Les Grandes Orientations de la Politique Éducative*), it has not yet committed to a strategy that would, in

fact, devolve greater responsibility to the communities. Indeed, ministry representatives have indicated that community school teachers should be regularized as government employees with commensurate salaries, and that while communities are encouraged to contribute to school infrastructure, the Ministry of Basic Education's criteria for school buildings and construction standards make it improbable that communities will be able to assume the financial or manpower burden.

Implications for USAID

Neither the World Education nor the Save the Children community schools model should be viewed as static, although a cost study must necessarily fix a point in time to measure costs. The two community school models, in fact, are evolving and dynamic. The increasing number of schools, teachers, and students makes it both a necessity to introduce new practices and procedures and a challenge to systematically effect changes.²³ For example, Save the Children has made notable changes in its teacher qualification, recruitment, and salary policies in order to meet the challenge of teaching in French in the upper primary grades (although the cost ramifications are not yet known). Save the Children is also planning to reduce the support it has provided for school supplies, hoping to devolve that charge fully to the communities.

In the short term, as the models develop and are brought to scale, the World Education and Save the Children models can benefit from each others' experience and incorporate elements to strengthen themselves or remedy particular weakness. The World Education model could work to strengthen the pedagogic aspects of its model, while the Save the Children model could introduce more school committee and NGO capacity building and rethink its funding formula to increase community and parental financing. There is also scope for reducing the unit costs, as more management responsibility is handed over to local organizations, and some of the "whistles and bells" associated with starting up a development activity

²³Save the Children notes, for example, that teacher training is now done at fifty different sites.

are eliminated.²⁴ The goal, however, is not to develop a single model of community schooling, but rather to improve and make viable the models that exist.

The issue of sustainability should loom large for USAID. Its community school portfolio is now of such a magnitude that it has moved from merely demonstrating to the Ministry of Basic Education that alternative models of schools exist and can be effective to financing a significant proportion of the primary schooling opportunities available to Malian children. It must begin to devolve its financial support for the nearly 1,500 schools that will be covered by its grants to Save the Children and World Education, unless it intends to continue to underwrite their operation, which contravenes USAID's goals of host-country ownership and responsibility. USAID/Mali must work with its partners to identify alternative sources of financing, whether in the public or private sectors, and plan for transfer. It must work with the Ministry of Basic Education to understand the policy, institutional, and cost adjustments that integration or adaptation of the models would entail, with a particular focus on the teacher support issue and the role of the IEF (and the newly instituted pedagogical assistance centers) and the regional education offices.

Mali is not unique among USAID's programs in sub-Saharan Africa. Community schools have been proposed and aggressively marketed in other countries. They now figure in USAID's education programs in Ghana, Guinea, and Malawi. Their many advantages in addressing the problems of African education are appealing, but it is imperative that USAID—and African ministries and other funding agencies—know the true costs, can relate them to the national resource envelope for education, and plan so that the community schools are integrated into the mainstream national education system and policy and financial frameworks from the outset.

Although their long term future is unclear, the USAID-funded community schools demonstrate that there are alternatives to the prevailing public school model of education in Mali (and elsewhere) that are likely to improve student learning and reduce and reallocate costs. The funding

²⁴For example, eliminating the Save the Children grant line item for study tours, NGO personnel training, internship funding, etc. could roughly reduce the annual per-student cost by \$1.

formulas developed by the program show that communities and parents are willing to pay for primary schooling, and that the government need not fund (or make claims to fund) 100 percent of the school development, operation, or even support costs. The major lesson derived from the two community school models' cost and funding structure is that primary education can be provided at a lower cost, and can be tailored to fit the needs and budgets of different populations. The World Education schools readily respond to the excess demand for the type of education provided by government schools; the Save the Children model meets the needs of those communities with a more proscribed demand for education. Together they suggest a powerful means of ensuring that more children receive a better education and that national educational finance can be restructured to permit the expansion of schooling.

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Annex 1: Detailed notes on costs

Save the Children community school model

Units or Norms (ideal or foreseeable norm in rural areas)

Grant or Program Totals:

890 schools (176 in rural zones in FY96—4th year of program)

890 APEs (176)

890 villages (176)

-0- higher level APE (na to Save the Children program)

12 NGOs (0 in Bamako, 12 in Kolendieba with 96 schools)

Units:

1 cohort/school (grades 1-3, 3 schools with 4-6)

1 cohort=grades 1-3

2 classes/cohort (double shift, am and pm)

1 teacher/class

2 teachers/cohort

2 teachers/school

30 children/class (30 actual)

60 children/cohort

60 children/school

1 classroom/school

1 APE/school (school=APE=village)

1 school/village

1 APE/ village

12 NGOs (12 total, with 4 already trained by World Ed.)

96 schools supported by NGOs

6 schools/NGO

6 APEs/NGO

6 villages/NGO

n/a arrondissement APE/NGO

n/a cercle APE/NGO

n/a region APE/NGO

1 director/NGO

1 supervisor/NGO

6 animators/NGO (2 actually)

6 schools/ animator

6 APEs/ animator

6 villages/ animator

n/a school APE/arrondissement

n/a arrondissement APE/cercle

n/a cercles APE/region

CFA 475 = US \$1

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Notes: School Startup Costs (numbered items correspond to items in Table 2, p. 30)

Development Costs:

1. *Situational Analysis:* As Save the Children determined several years ago to focus on the Kolondieba (a *cercle* within the Sikasso region) and intends to blanket this area with schools, there does not appear to be any cost—or at least that one could easily figure. At some point, Save the Children must have expended resources to determine that its efforts were best aimed at Kolondieba. Further, Save the Children indicates that in 1992 when it determined to support education at its sponsors' urging, it made a survey of 20 villages in the 5 *arrondissements* in Kolondieba to ascertain what communities wanted or did not want in terms of schooling. Subsequently, four villages opted into the initial Save the Children community school scheme.

2. *Feasibility Studies:* Each April, coupled with NGO partner training, supervisors and animators will visit and select villages. Although not designated as such in the Save the Children budget, we will allocate 2 weeks of animator time and travel, totaling \$6 (\$2314/trainer-yr, divided by 12 months for \$193/month, divided by 2 for \$96/.5 mo., divided by 2 schools for \$43/school). Note that two schools are used, rather than the eventual 6 school/animator total because the schools are added sequentially, not all at once.

3. *Community Sensibilization/Négociation sociale/ APE Selections:* In May, the animators will work with village to establish a school committee (*comité de gestion*), comprising 7 members (2 women and 2 literates), who are designated “par confiance” (not elected). As this activity is delineated in the Save the Children budget, we will allocate one month of an animator's time and travel, totaling \$193/month divided by 2 schools for \$97/school (see above).

4, 5,6. See item 9.

7. *Curriculum Development:* The Save the Children model thus far has developed its curriculum on a rolling basis, as each cohort pushes the “frontier,” so it resembles an annual cost. But eventually all curricula for all six grades will be developed (the first have been already). We have presented here the development costs of the curriculum for grades 1-3 and figured it on a per-school basis. As the number of schools increase, this sunk cost should decrease (if no additional work is done on curriculum). IPN is charged with developing the curriculum and providing initial supervision for \$2,134/grade (750,000 + 264,000 = 1,014,000 divided by 475CFA/\$1). For three grades, this represents \$6,342 (2,134 x 3). Divided by 176 schools, curriculum development costs for the first three primary grades total \$36/school. For 890 schools, the per school cost is \$7.13. We are uncertain whether we should factor this cost on the end-of-grant number of schools, as Save the Children plans to do additional work on the grade 1-3 curricula, and significant costs may have been incurred by the end-of-grant. Also, what is the “life span” of a curriculum?

8. *School Instructional Materials* require a one-time translation cost to put into local languages. The annual salary of a translator is \$2,829, multiplied by three for the three grades, the total materials development cost (not captured by curriculum development) is \$8,487. On a per school basis, it is \$48. (See “school operations” for recurrent production costs.)

9. *APE Training, Teacher Training:* Startup training for both these groups can be considered the literacy training that both Save the Children (Alpha nouveau villages) and their NGOs (*fonds d'alphabétisation*) conduct in the villages of Kolondieba, in the year prior to initiation of school operations. While this literacy training is not directly targeted or exclusively limited to the two groups (teachers and APE members), Save the Children indicates that the training provides a pool of new literates from which to select both teachers and APE members. The unit cost per village is \$526 (we apportioned it to the two groups), and is a one time cost.

Capital Costs:

1. *School Infrastructure* costs comprise total cost of school construction (\$843), including a latrine and transport of

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materials (\$84). The school consists of one classroom, 5m x 8m, made of banco with windows and tin roof and accommodating 30 children at a time. Comparison with World Education cost should divide by (1) # classrooms and (2) # students, single and double-shift. Save the Children supplies the wood, nails, rafters, windows and tin, and provides construction guidance to the villagers, who build the school. In addition to labor, communities contribute local materials (banco, not wood), but Save the Children has not made estimate of in-kind contribution. However, World Education estimates \$7,000 in kind for school construction of three classrooms, therefore suggesting one-third of this estimate for the Save the Children schools (although World Education builds classrooms that accommodate 70 children as opposed to 30, which suggests that this figure should be divided by 6). Save the Children reports that communities have eagerly built the schools, generally waiting until February when the crop and cotton harvest is finished. Land is contributed by the village, per local practice.

2. *School Furniture* consists of *table-bancs* (8,500CFA or \$18/ea @15 per classroom), teacher's desk and chair (9,000 or \$29), and a storage trunk (20,000CFA or \$42). This is provided by Save the Children.

3. *Other School Equipment* includes a blackboard (\$22) and 2 lamps (\$42).

4, 5. *APE Equipment, APE Materials* are provided on an annual basis. See school operations.

Notes: School Operations (Recurrent Costs) (numbered items correspond to items in Table 3, p. 37)

NB: Most of the school operations costs are the responsibility of the School Management Committee. However, the School Management Committee is not the source of the revenues to defray these costs, but rather the collector, consolidator, and administrator of school fees paid by parents of students (not the general community at large). This section has, in effect, "redistributed" the school fees according to school operation expense and noted them as a responsibility of the APE. There is only one type of school fee for Save the Children schools:

Tuition fees, payable on a monthly basis, and set at 100 CFA/month per child (\$0.21), or \$1.50 per child per school year. (Save the Children reports that in some communities, fees are set at 400-500 per month in order to achieve parity with Koranic schools, but this is infrequent.)

Calculated on a per school basis, this represents a potential fee intake of \$88/school/year (0.21 x 60 children x 7 months), assuming 100 percent payment, which Save the Children has indicated is problematic. Parents may pay in a lump sum (harvest time has seemed a propitious time), or if/when funds are available. It has not been reported that children have been expelled from school for nonpayment, although teachers have suffered from irregular and underpayment of salaries (see below). Village councils augment student fees by 500 CFA/month/teacher.

Student fees (as well as village council contributions) are consumed by teacher salaries, leaving no excess for school operations or other school-related expenditures. The Save the Children schools receive no funding from the local government, although—in principle—a regional and local development tax is collected, and 30 percent of this is supposedly earmarked for education. It is unlikely that it is collected, or more specifically, paid—as rural villages interpreted the discontinuation of the traditional head tax to mean all taxes were eliminated. Further, local officials have indicated that they do not believe (erroneously) that community schools qualify for assistance, as they are not legally established.

Teachers:

1. *Salary (in cash)*: Locally recruited teachers, with some schooling or literacy training, are paid by the School Management Committee from funds received from student fees and the village council contribution. These fees, payable monthly, are "banked" (*encaissée*) by the School Management Committee and released to teachers periodically. While they may be some variation, Save the Children reports that the prevailing salary is 3,500 CFA per month (\$7.37), totaling less than \$52 for the seven-month school year. With two teachers per school, total teacher wage bill equals \$103 per school-year.

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Teacher salary is primarily derived from student fees (100 CFA/student-month x 30 students/class or teacher=3,000/mo. + 500 CFA = 3,500CFA). Consequently, payment of teacher salary is contingent on the collection of student fees. Save the Children indicates that late payment, nonpayment and underpayment of teachers has been an issue in several communities. Save the Children has mediated disputes, but has never “topped-off” or paid the teacher’s salary itself, it being the sole community cash contribution to the school. The recent Save the Children evaluation indicates, although does not quantify, that both the low compensation scale and the irregular or uncertain payment is a factor in teacher satisfaction and longevity in the job. It reports that teacher turnover is expected to be high. Tying teacher salary to fee payment/collection has several implications, positive and negative. On one hand, the pressure on parents to pay regularly may be greater because of affiliation, although village ties have not proved sufficient to guarantee payment. On the other hand, it could also promote packing more children into the school, on the rationale that more students means more fees and higher wages for the teacher. However, the 30 child per class is strictly observed. (Save the Children claims that this formula—60 children every three years—will result in universal schooling for the village.)

Each triennially-recruited school cohort consists of 60 children, divided into two groups and taught by one of two teachers who are assigned morning or afternoon shifts (the school can accommodate 30 children). The teachers spend approximately three hours in the classroom, six days a week for seven months (November through May) a year. Monthly teaching time is roughly 72 hours (approximately half the World Education model teaching time.)

2. *Salary (in kind)*: Save the Children does not require or report any in-kind contributions to teacher salaries by the rural communities, viz:

- no housing is provided as teachers are recruited from the community.
- student labor in teachers’ fields is possible, but not reported.

In short, it appears that teachers make do with the 3,500 CFA monthly salary (when paid).

Other Personnel: Save the Children schools employ no other personnel besides teachers.

Materials: Note that all the materials discussed below will increase in price for grades 4-6.

1. *Teacher Materials*: Each teacher receives 500 *fiches pédagogiques* each year developed, produced and delivered by Save the Children. These materials cover subject content, lesson plans, and teaching guidance. It costs approximately \$35 per each set; with two teachers per school, total cost is \$70. In principle, the “fiches” for each grade could be conserved until the next triennial intake, but as they are made of nondurable paper, coupled with teacher turnover and the passage of time, Save the Children assumes these are annual costs.

Teachers are also supplied with a dictionary, worth about \$18 and expected to last 5 years, amortized at \$3.60 per year and multiplied by two teachers per school, for a total of \$7.20.

Total teaching materials thus are figured at \$77 per school per year.

2. *Student Materials*: vary per grade, and are purchased at cost by Save the Children. First graders receive a reader and math “book” (valued at 750 CFA/each), second graders receive a reader, math and French book, and third graders receive a French and math book. The average materials cost per student over the three year period is 6,250 CFA (\$13.16). For the 60 children in the cohort, it totals \$790 per school per year.

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	Grade 1	Grade 2	Grade 3	
Bambara Reader	750 CFA	750	— CFA	
French Book	—	7,500	7,500	
Math Book	750	750	750	
Total	1500	9,000	8,250	=18,750/3=6,250 CFA/student

These materials are considered to be on loan to the student from the school, but there is little experience with the survival and recycling rate. Consequently we assume these to be annual costs.

3. *Consumable Supplies* for the school are supplied by Save the Children. Teachers are provided with chalk, pens, notebooks, blackboard paint, and a ruler, at \$140/class or \$280 per school. These are considered annual costs, although the quantities are generous.

4. *Student Supplies* are also supplied by Save the Children (parents are not expected to provide). Supplies consist of a slate (amortized over three years), pens, pencils, pencil sharpener, eraser, a notebook, and a ruler. These average \$1.80 per student per year, or \$107 per school.

Maintenance:

Although the school management committee is charged with overseeing maintenance of the school, there are no funds in its budget for anything but teacher salaries. Save the Children allows \$105 in its budget for this, although it indicates these funds have not been used and that they are attempting to address the issue of maintenance with the community. Communities are to provide routine upkeep, but the value of their labor is unknown.

Other Operating Costs:

Because the schools are located in the village, Save the Children contends there are no other costs—water can be obtained at home, electricity is a non-issue, etc. In theory, these would be covered by the community.

APE Operations:

Each year the APE receives \$9 worth of supplies (pens, pencils, erasers, ledger, ruler).

Notes: School Support/Supervision (numbered items correspond to items in Table 4, p. 48)

Teachers: (These lines entail investment in supporting/training teachers.)

1. *Training* for teachers takes place twice annually: once just prior to *la rentrée* in October (30 days) during which lesson content, workplan development, and practice teaching are addressed; and later in February (2 weeks) during which refresher training takes place and teachers discuss their experience of the earlier months. Training sites are based in the various arrondissements, and training is organized by either the Save the Children field office or the NGO located in the area. Transport and per diem for the teachers are paid. In addition, teacher training includes the training of trainers. Save the Children estimates it costs 61,225 CFA per school (2 teachers), or about \$123.

2. *Inspection:* Like government schools, it was agreed that Save the Children schools would receive quarterly visits by Ministry of Basic Education inspectors. Save the Children has paid the IEF 254,000 CFA per visit per inspector. Four visits per school year by two inspectors ($\$508 \times 4 \times 2$) totals \$4,064, divided by 176 schools, the outlay averages \$23/school per year. It seems impossible that only two IEF inspectors can make 176 school visits (88 schools/each) per quarter (a seven week period or 35 work days). This would mean they visit 2.5 school per day, every workday. Clearly the, \$23 per school estimate is low. Moreover, Save the Children purchased motorcycles for the inspectors, which, if annualized over five years (2,105 divided by five years divided by 88 schools per inspector), would bring the total to about \$28 per school per year.

3. *Association des parents d'élèves (APE) training:* (This entails investment in establishing/supporting the APE (i.e.,

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school) at the school-level (i.e., direct support to facilitate routine school operations). Most of the costs are based on apportioning salaries of trainers, field coordination staff, and PVO staff.

Literacy Training: APE training originally consisted of a list of delineated duties/responsibilities and some accounting training, but more recently APEs have received more structured training in the summer for the newly added schools and continued literacy training. For want of more precise information, we have used the per village figure for literacy training.

School support:

1, 2, 3. *Support/Monitoring, Inspection/Review, Audit:* It is difficult to separate these activities. Three echelons of Save the Children support and management are involved in community school and APE support—the animators, the Save the Children field office, and the Save the Children Bamako office. We have somewhat arbitrarily divided the costs, as follows:

- *Animators (Support/Monitoring):* are employed on an annual basis. Under “startup,” we accounted for 1.5 months of their time (feasibility and APE selection/orientation). Animators are expected to carry a support responsibility for six schools and will visit at least twice a month. Annual salary (\$1,415) and travel/fuel expenses (\$899), total \$2,314 per year or \$193/month. For 10.5 months, the total is \$2,025, divided by six schools, for a unit cost of \$338 per school per year.

- *Save the Children Field Office (Inspection/Review):* provides supervision, inspection, and review of school operations (as well as animators). The costs include:

- Ed. Coordinator (80% time)
- 2 Ass’t Coordinators (100%)
- Adm/Accountant (100% time)
- 4 Supervisors (100% time)
- 2 drivers (100% time)

The field office translator salary has been captured in the materials development under “startup” costs; the trainers are treated above.

Annual total is \$27,062; divided by 176 schools, \$154; by 890, \$30.

- *Save the Children Bamako Office (Audit):* provides quality control and oversight of school support activities.

Included in this are Save the Children Bamako Office Staff and Consultants:

- Save the Children Director-Mali (30% of 50% time)
- Program Manager-Mali (25% of 50% time)
- Program Manager-Kolondieba (80% of 20% time)
- Home Office Consultant (75% of total)
- Local Consultants/Contingency (75% of total time)

Annual total is \$32,403; divided by 176 schools, \$184; by 890, \$36.

Total APE support is \$404/school per year if based on 890 schools, \$676, if based on 176 schools.

4. *Equipment* can be divided into three groupings, as follows:

(i) *for animators* (both NGO and Save the Children): motorcycle (\$2,105) and settling-in allowance (\$105), totaling \$2,210. It appears that the Save the Children trainer receive a less costly moped but most animators use a motorcycle. Since an animator is to cover 6 schools, the unit cost per APE or school is \$368. This should be over 5 years (parity with World Education), for an annual cost of \$74 per school or APE.

(ii) *for Supervisors* (Save the Children): motorcycle (\$2,105). Since the number of supervisors appears to be constant (8 over the four years of the Save the Children program), the total cost is \$16,842, amortized over 5 years at \$3,368, and divided by 176 schools for an annual per-school or APE unit cost of \$19. This will decrease as the number of schools increase. For 890 schools, it will be less than \$4.

(iii) *for Save the Children Field Office*: includes a computer, mimeo machine, and solar panels, totaling \$11,158 over four years, for \$2,790 per year, divided by 176 schools for a per-school cost of \$16. This amount will also fall with additional schools. For 890 schools, \$3/school-year.

The sum of the annualized unit costs for all three categories is \$88, based on 890 schools; \$145, if 176 schools.

6. *Materials/supplies/operations* refers to the Save the Children field office in Kolondieba that serves as a center of support for all the animators (Save the Children and NGOs). Because this office appears to provide essential support to the schools, we have placed it here—rather than in the NGO category (with their own school support expenses) or in the PVO category. This line item does not appear to be affected by the number of schools added and averages \$10,298 per year. If divided by the current number of schools (176), the unit cost is \$58/school/year. This will decrease with more schools. For the 890 target number of schools, the unit cost will fall to less than \$12.

APE Network Development: not part of Save the Children program.

Notes: NGO development/grant management) (numbered items correspond to items in Table 5, p. 54)

NB. The current number of NGOs with which Save the Children is working is 12. This appears to be a stable number, and will not increase over time—although Save the Children plans that the NGOs will assume greater school support duties. It is not clear whether supervision and support unit costs by Save the Children are likely to decrease, as it does not appear that NGOs receive any institutional development training.

According to Save the Children, the costs described in this section are less a function of NGO institutional development, than necessitated by the subgrant management requirements posed by the transfer of funds to NGOs to implement support of the community school model.

The time line for NGO support, i.e., when it finishes should be determined.

Startup:

1. See teacher training.

1, 2. *Training of animators, NGO:* No costs are reported here. Save the Children is working with several NGOs that have already received training from World Education, but the two models are so different it is unlikely that Save the Children animators could utilize World Education training in any of the specifics, unlike the NGO management personnel.

3. *Equipment:* Save the Children treats unspecified equipment as a recurrent operations cost (3,158) so there is no need to annualize, and it would appear that the local NGOs do not need basic provisioning. The overlap—if any—with World Education equipment should be determined. Also, equipment for direct school support such as motorcycles is included in the previous section.

4. *Materials:* None

Operations: Save the Children indicates that the costs in this category are necessary to the NGOs' support of the schools, rather than for their institutional development. It is arguable, therefore, that these costs be factored into the School Support category.

1. *Meetings, Travel:* the NGO director/coordinator of the school support program travels to Bamako four times a year (\$42/rt) for a one-week consultation/conference with Save the Children (\$111/visit).

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2. *NGO Management/Supervision*: Save the Children does not appear to pay for the NGO's coordinator, although this may be covered by the indirect cost tariff Save the Children pays the NGO.

3. *Overhead* for the Save the Children-supported NGOs is fixed at 15 percent and therefore varies according to the size of the subgrant. Currently, it averages \$4,800 per NGO per year or \$50 per school. Projected project average is approximately \$5,100.

4. *Other* encompasses NGO supplies (\$1,263), rent (\$505), and communications (\$632), for a total of \$5,558 per year per NGO.

It should be determined whether NGOs do anything for themselves, or contribute to the school program out of their own funds.

Supervision/Support: represents the costs incurred by Save the Children directly (not through subgrant) to supervise the NGO subgrants, and again relates more to school support than to NGO development.

1, 2. *Training (recyclage), Inspection and Audit* are not distinguishable. The sum cost of these activities is \$11,846, all the responsibility of Save the Children. Specifically:

- Save the Children Director/Mali devotes 10% of his total 30% time for community schools to NGO grant management, divided by 12 NGOs for a unit cost of \$158.
- Save the Children Program Manager/Mali devotes 50% of 25% total time to NGO grant management, for a unit cost of \$175.
- Save the Children Program Manager/Kolondieba devotes 20% of 25% total time to NGO grant management, for a unit cost of \$70.
- Save the Children Finance Manager/Mali devotes 10% of 20% total time to NGO grant management, for a unit cost of \$28.

(The above expenses are not included as direct expenses in the USAID grant to Save the Children, but are covered from other sources.)

- Save the Children Community School Education Coordinator devotes 20% of 100% total time to NGO grant management, for a unit cost of \$71.
- Home Office and Local Consultants and the Contingency Fund total \$5,831 per year in the budget, although Save the Children says the funds have never been used. Based on 12 NGO partners, the unit cost is \$486 per year.

Notes: PVO Management/Operations (numbered items correspond to items in Table 6, p. 57)

Refer to Time/Budget Allocation chart on following page. Most of the Save the Children community school grant costs will be allocated to other categories.

**NOTE: not all costs listed in the above are funded through the USAID community school grant, but are funded through other sources. Nonetheless these are real costs associated with the Save the Children program. Also, line items funded by "other" may also appear funded by USAID in other categories (e.g., consultant time for school support).

1. *Salaries/Benefits*: \$53,160 captures all the personnel costs needed to administer and manage Save the Children in conjunction with its community school program, and to continue its existence as a viable organization (as in the case of staff development.) Salary costs include:

- Save the Children/Mali Director: 40% of 30% total time
- Finance Manager: 90% of 20% total time
- Save the Children Support Staff: 100% of 7.5% total time

The additional \$20,000 was suggested by Save the Children as off-budget contributions.

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2. *Consultants:* Save the Children indicated that both local and home office consultant time should be allocated to school support, rather than PVO support, with the exception of evaluation:

- Evaluation Report: \$5,000/yr (formative=\$5,000/2yrs, summative=10,000/4yrs)

3. *Allowances* are prorated for the Mali Save the Children Directors. They include housing, at 30% of \$12,000/yr.

4. *Travel:* apparently none, possibly captured under school support.

5. *Training:* \$52,106/yr is budgeted for study visits, workshops, and personnel training, although Save the Children indicates they have thus far never used the line item

6. *Other Direct Costs:* \$3,026 covers subscriptions, action-research, and other project support.

7. *Indirect Costs:* \$895,160 is the average of four year total (223,790 divided by 4).

8. *Equipment:* \$120,000 amortized over ten years includes radio, heavy truck, pick-up truck, and photocopier.

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Save the Children Staff Time and Budget Allocations (per support task categories):

Title	Total Time				
	of which:	School/APE Support	APE-arrond.	NGO Dev.PVO Mgt.	
Save the Children Staff (with benefits) ²⁵ :					
Save the Children Director-Mali	30%	50%	—	10%	40%
Program Managers-Mali	25%	50%	—	50%	—
Program Managers-Kolondieba	25%	80%	—	20%	—
Finance Manager-Mali	20%	—	—	10%	90%
Save the Children Support Staff	(100+)	7.5%	—	—	100%
Comm.Sch. Staff	100%				
●Ed. Coordinator	100%	80%	—	20%	—
●2 Ass't Coordinators ²⁶	"	100%	—	—	—
●Administrator/Accountant	"	100%	—	—	—
●Translator ²⁷	"	100%	—	—	—
●Supervisors (4)	"	100%	—	—	—
●Trainers (?)	"	100%	—	—	—
●2 drivers	"	100%	—	—	—
Consultants ²⁸ :					
●Home Office (#1)	n/a	75%	—	25%	—
●Local Consultants (#2)	n/a	75%	—	25%	—
●Contingency Fund	n/a	75%	—	25%	—
●Evaluation	n/a	—	—	—	100%
Allowances (for Director):					
●housing	30%	—	—	—	100%
●shipping	n/a	—	—	—	—
Travel/Per Diem:					
●Supervisor/Trainer travel	n/a	100%	—	—	—
Investment Costs (Equipment)	n/a	100%	—	—	—
Operations	n/a	100%	—	—	—
Training:					
●Study Visits	n/a	—	—	—	100%
●Alpha nouveaux villages	n/a	100%	—	—	—
●workshops (other countries)	n/a	—	—	—	100%
●personnel training	n/a	—	—	—	100%

²⁵Paid from another grant, non-USAID.

²⁶The two assistant coordinators deal with different issues. One provides direct support to the community school effort; the other deals with literacy training. He arranges literacy training in 100+ villages in Kolondieba, which aims at developing the community school work pool.

²⁷The translator translates materials into local languages for schools, including the government guidebook and "fiches pédagogiques."

²⁸Although this line item is provided for in the budget, it has not been used thus far.

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SC Project Support					
●subscriptions	n/a	—	—	—	100%
●action-research	n/a	—	—	—	100%
●printing	n/a	—	—	—	100%
●other project support	n/a	—	—	—	100%
Other Direct Costs: ²⁹	?				
Indirect Costs:	—	—	—	100%	

²⁹It would appear from this allocation of SC Operation costs that the SC offices incur no operational costs of their own. Similarly, they do not include overhead on grants or is this type of cost translated completely into direct line item expenses OR covered by other fund sources (e.g., sponsorship programs, etc.).

World Education community school model

Units or Norms (ideal or foreseeable norm in rural areas)

Grant Totals:

500 schools (460 in rural zones actually)

500 APEs (460)

500 villages (460)

? higher level APE

? NGOs (3 in Bamako, 7 in Koulikoro)

Units:

60 children/class (70 actual)

1 teacher/class

3 classes/school

3 teachers/school

180 children/school (210 actual)

1 APE/school (school=APE=village)

1 school/village

1 APE/ village

10 NGOs (13 actually, but three already trained)

66 schools/NGO

66 APEs/NGO

66 villages/NGO

? arrondissement APE/NGO

? cercle APE/NGO

? region APE/NGO

1 coordinator/NGO

50 animators/NGO

12 schools/ animator

12 APEs/ animator

12 villages/ animator

? school APE/arrondissement

6 arrondissement APE/cercle

? cercles APE/region

CFA 500 = US \$1

Notes: School Startup Costs (numbered items correspond to items in Table 2, p. 30)

Development Costs:

1. *Situational Analysis* is based on secondary data, plus field verification of data in region, in order to determine which villages have schools. The situational analysis costs \$2,000 per region; this totals \$4.34 per school selected, and will diminish if more schools are added in the region (as long as information can be considered current and accurate.) This cost was paid out of another grant, but should be counted as a startup cost.

2. *Feasibility Studies* determine which villages are eligible for community schools. This means that more villages will be reviewed than actually selected (particularly if, as reported, demand outpaces ability of World Education and partner NGOs to supply). \$25,000 was spent for 460 schools, totaling \$55/school selected. Again, if number of schools expanded, this amount could be reduced.

3. *Community Sensibilisation/Négociation sociale/APE elections* require approximately one month of an trainer's time, in effect \$150/month in salary plus \$30/month for travel, totaling \$180/month per school selected.

4. *APE Training* is initiated with 30 day of startup training for the APE office ("bureau"), totaling \$231, based on World Education's budget of 30 days @ \$0.70/day for 11 persons. This is essentially the per diem allowance.

5. *Teacher Training*—there is no initial teacher training provided. Many (20 percent) of the World Education model teachers are *vacataires*. World Education's approach calls for annual *recyclage* or refresher training.

6. *Curriculum Development* startup costs include the development of specialized curriculum materials (for students). As the World Education model uses the existing Ministry of Basic Education curriculum, it has not incurred expenditures for this line item—unlike the SC model that has developed its own curriculum and materials. In theory, an amortized per-school cost should be calculated based on Ministry of Basic Education expenditure to develop and maintain curriculum. This would be nearly impossible to pursue with any accuracy, but it does represent a real cost, although it is not a startup cost for World Education. Given that we are comparing costs of the different models from an additive perspective to the national education system, not total system costs, it is arguable that we do not have to include in calculation. This distinction will have to be reexamined when determining Ministry of Basic Education support costs for school inspection, teacher training, etc. when/if they differ across the two models.

7. *School Instructional Materials*: none are provided.

Capital Costs:

1. *School Infrastructure* costs are derived from the \$4,000 (CFA 2million) startup *caisse* provided by the World Education approach, which is left to the community to program for school construction and equipping. Several points:

- note that 40 Bamako schools received \$5,000 because of higher construction/material costs in urban area;
- in general, an estimated 75% (\$3,000) goes to infrastructure;
- the community contributes roughly \$7,000 in kind in materials (e.g., banco) and labor according to World Education estimates, making for a total of \$10,000 (CFA 5million) per 3-classroom school;
- World Education schools must conform to Ministry of Basic Education space/student norms, but not material norms.

2. *School Furniture* consists of *table-bancs*. Costs depend on who is funding/procuring:

- if NGOs: 20 t-b/classroom x 3 clrms @25,000/t-b=CFA 1.5million/school (\$3,000);
- if MOE (FAEF): 20 t-b/classroom x 3 clrms @35,000/t-b=CFA 2.1million/school (\$4,200);
- if community: 20 t-b/classroom x 3 clrms @ 6,333/t-b=CFA 379,980/school (\$ 760).

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As the Ministry of Basic Education did not supply, as it had agreed to, communities used a portion of the startup “caisse” to fund.

3. *Other School Equipment* includes durable goods, such as globes, blackboards, etc. In principle, the Ministry of Basic Education was to have provided the school with these items, but it has not yet done so. World Education spent \$240/two classrooms. A complete school would require \$360, with the community paying for \$160. As community payment of this is hypothetical, it will not be entered against their account.

4. *APE Equipment*—there is none (see below).

5. *APE Materials* consist of a financial management package, i.e., ledgers, receipt books, instructions/guidance, etc. provided by World Education at the initial APE training. It is estimated at CFA 25,000 or \$50 per APE.

Notes: School Operations (Recurrent Costs) (numbered items correspond to items in Table 3, p. 37)

NB: Most of the school operations costs are the responsibility of the APE. However, the APE is not the source of the revenues to defray these costs, but rather the collector, consolidator, and administrator of school fees paid by parents of students (not the general community at large). This section has, in effect, “redistributed” the school fees according to school operation expense and noted them as a responsibility of the APE. There are two types of school fees:

- Inscription (enrollment) fee, payable on an annual basis and estimated at CFA 1,000 per student (\$2)
- Tuition fees, payable on a monthly basis and estimated at CFA 500 per student (\$1)

Calculated on a per school basis, this represents an annual fee intake of \$1,980 (\$2 x 180 kids + \$1 x 180 kids x 9 mos.), assuming 100% payment. (It should be determined whether these fees are established by government, set by APE, or are averages. The payment rate should also be determined.) APE outlays or expenditures, as far as can be accounted for in terms of official obligations, total \$1,470 (teacher salary @\$1,350 + \$60 in consumable supplies), leaving a surplus of \$510 or almost 25% of intake.

Teachers:

1. *Salary (in cash)*: There is no established or mandated amount for teacher salaries in the World Education model. They range from CFA 15,000 to CFA 45,000. The average monthly wage in rural areas is CFA 25,000 (\$50), according to World Education field managers (not an objective survey). In general, teachers are paid their negotiated wage rate on a monthly basis by the APE; they rarely are paid on a per-student basis (presumably mitigating a tendency to crowd students into classroom). Government school teachers earn CFA 35,000-45,000 per month.

In rural areas, teachers are paid nine months per year. In urban areas, they are paid 12 months per year (at about \$60/month). Therefore, 9 months @ 50/mo. = \$450/year per teacher x 3 teachers/school = \$1,350/school, covered by the APE from school fees levied on parents. World Education indicates that additional cash payments may be provided to teachers, but there is no information or evidence for this. The attrition rate of teachers in the World Education urban school is negligible, indicating the wage is competitive. There is no track record yet in rural schools, so the acceptability of the remuneration is not clear—although the general impression is that it is considered fair by the teachers who were unable to get a civil service job.

2. *Salary (in kind)*: all rural communities provide:

- either lodging or the equivalent in cash for the teachers and their families. Housing is estimated at CA 5,000/mo. x 12 months, for a total of CFA 60,000 or \$120 per year.
- 1 ton (a 10 sack equivalent) of millet during harvest, @ CFA 10,000 per sack (in rural areas), for a total of CFA 100,000 or \$200. Or a field may be provided to them.
- services, such as helping with vegetable garden, firewood, etc., are provided to the teacher throughout the year, but as they vary, we have not attempted to determine or include the value.

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Consequently, the total in kind contribution from the community is \$320.

Other Personnel: rural schools employ no other personnel besides teachers, although urban school will hire a watchman for security reasons.

Materials:

1. *Teacher Materials:* Although the World Bank treats teacher materials as an investment, we have included it as a recurrent cost as the materials will require replacement within a ten-year time span. Estimated lifetime of these materials is five years, and therefore have been amortized.

Teacher materials consist of:

- 3 guides (reading, math and curriculum), worth CFA 5,000 each, and
- visual aides at CFA 60,000

Total value is CFA 75,000 (\$150). For three classes, the total is \$450. Amortized over 5 years, the annual outlay for teacher materials is estimated at \$90/year. If the school went to double shifts, the materials could be used twice.

World Education paid for photocopying these materials this year out of their own budget's "Other Direct Costs" line (for two classes at approximately \$300), although—according to the model and the agreement with the government—the Ministry of Basic Education is supposed to supply them to the teachers.

2. *Student Materials:* The Ministry of Basic Education should provide texts to students in the World Education schools (as they supposedly have the same status as government schools). Estimates by World Education indicate that the expense per student should be CFA 26,000 (\$52), but this seems excessive in light of the World Bank's estimate of \$5 per student on books per year and regional norms. Consequently, we have used this latter figure, calculating a total of \$900 on the basis of \$180 per school per year. Materials supposedly will be replaced annually.

3. *Consumable Supplies* for school operation consist of chalk, a yard stick and attendance books, estimated at \$20 per class or \$60 per school per year. These are procured with APE funds.

4. *Student Supplies* comprise 2 notebooks, one slate, and one pen, costing CFA 1,000 or \$2. Parents pay for these accouterments.

Maintenance: The APE, community and parents are responsible for maintaining the school. This primarily would consist of replastering the exterior, so that there a minimal material expense involved and labor is contributed by parents. Although this a real cost to the community, it can probably be left out of the models' cost, given parameters we have chosen. Of course, when zinc roofs start to deteriorate, the cost of maintenance or replacement will be notable.

APE Operations:

1. *Materials/Supplies* used by the APE are also provided by the APE (with the exception of the initial financial management package). They are estimated at \$20 per year.

2. *Linkages* with the

IEF, DRE, or others refers to APE members' self-initiated travel on school management business. Estimate is based on approximately 2 visits per year for three people at CFA 10,000 or \$20 per visit, hence \$40/year.

Notes: School Support/Supervision (numbered items correspond to items in Table 4, p. 48)

Teachers/APE Training: (These lines entail investment in supporting/training teachers.)

1. *Training:* World Education model school teachers are supposed to receive the same, regular (annual?) refresher

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(inservice) training from the Inspectorate at the regional level, as is provided (in principle) to the government-employed teachers. Although they were unable to obtain civil servant teaching positions, some 20 percent of World Education teachers—as *vacataires*—have already gone through the preservice teacher training established by the Ministry of Basic Education. (The others have at least a ninth grade education.) Last year, World Education paid for community school teacher training, paying the per diem expenses of the 10 DRE trainers and related training material expenses, as the DRE did not provide the funds. This consisted of:

for 10 DRE trainers: per diem- 6,000/day x 14 days x 10 trainers= 840,000 or \$1,680 (\$15/teacher and \$45/school); training materials- 5,000/book x 114/teachers=570,000 or \$1,140 (\$10/teacher and \$30/school).

this was paid by World Ed

for 114 teachers: the communities paid: Food-15,000/participant x 124 participants (including 10 trainers)=1,860,000 or \$3,720 (\$32/teacher and \$96/sch; Travel-4,000 x 114 teachers=456,000 or \$912 (\$8/teacher and \$24/school)

The total cost of training was \$65/teacher and \$195/school, with World Education paying—on behalf of the DRE—\$25/teacher or \$75/school, and the community paying \$40/teacher and \$120/school.

2. *Inspection*: Like government schools, World Education schools should receive at least four visits per year by Inspectors. The same amount calculated for Save the Children schools—\$28/school-year—has been used here.

3. *Association parents d'élèves (APE) training*: (These lines entail investment in establishing/supporting the APE at the school-level. Most costs are based on apportioning salaries of trainers, NGO coordinators, and PVO staff.)

Literacy Training has been provided to 320 of the 438 APEs at a cost of \$10 per person or \$90 per APE (estimated at nine members), although this was not originally part of the model. APE members are supposed to be literate, but some “strengthening” or reinforcement was found desirable. This was not originally considered part of the World Education community school model. (It should be determined whether this going to be a regular feature, if literacy training is essential to APE operations, and if money has been used from community school grant to underwrite it.)

1, 2, 3. *Support, Inspection/Review, Audit* of the APEs are the three support activities provided by the local NGOs and, to a lesser extent, World Education. While the concepts themselves are discrete, the activities tend to overlap and be implemented simultaneously during trainer/agent visits to the field. The work of the local NGO tends to focus most on the APE training and inspection aspects (employing the techniques, procedures and materials developed by World Education and mastered through World Ed. training). World Education efforts for APE support entail training and audit, and less regular inspection.

Training/support/monitoring: The \$180 annual cost per APE for these activities by the local NGOs derives from:

- NGO animator/agent salary (100% time): \$150/mo. for 12 months=1800/year. As each agent is responsible for 12 APEs (schools), this is \$150 per APE. (Note that one month of animator time and travel has also been accounted for under school-startup development costs. This could be seen as redundant.)
- Transport for the animator: \$30/mo. for 12 months to visit APEs=\$360 or \$30 per school.

Inspection/Review: The \$35 annual cost per APE consists of:

- NGO coordinator salary (30% time): As each NGO has one coordinator and is responsible for 66 schools (and APEs), this totals \$19 per school. (Coordinator transport is included in NGO other direct costs.)
- World Education Training Director (25% time of 40% time devoted to community schools grant): with 500 schools, totals \$16 per APE-school per year.

Audit: The \$32 annual cost per APE derives from:

- World Ed. program staff (25% of 100% time): $.25 \times (44,278 + 11,513) = \$13,948$ with 500 schools (APEs) totals \$29/APE-school per year.

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- World Ed program staff field travel (25% of World Ed annual field travel costs): $.25 \times 5,850 = \$1,462$ with 500 schools totals \$3/school-APE.

4. *Equipment* consists of the purchase of a motorcycle for the NGO animator/agent to visit schools. Each *moto* is \$2,750, one per animator, who covers 12 schools/APEs. Thus \$229 amortized over five years would yield \$46 per APE-school. Alternatively, this cost could be included under school startup costs.

5. Materials costs have been covered elsewhere in “startup” and “operations.”

Notes: Arrondissement, Cercle and Regional APE development, Operations, and Supervision (numbered items correspond to items in Table 4, p. 48)

Needs greater clarification, but World Education is uncertain of how process will unfold. The following questions should be answered: How many APEs at the arrondissement level exist—11? How many members? How often do they meet? How will the entire pyramid grow and in what numbers? However, for analysis purposes, since these are not direct school costs, we can eliminate them from the total costs associated with the community school model and treat them separately.

Startup:

1. *Election/Sensibilization*: the APE arrondissement are appointed “par confiance.”

Training (initial) is figured at \$110 (10 days @ 11 persons/arrondissement). This is for per diem. They cover their own travel. Trainer-associated costs are captured under “supervision/support.”

2. *Supervision/Support:*

Training, both startup and ongoing, entails World Education personnel time and travel, totaling \$52,763. This should be divided by the number of APEs at higher levels. Specifically:

- World Ed Training Director salary (25% of 40% total time on community schools)
- World Ed Program Staff salaries (75% of 100% total time):
- World Ed Program staff travel (50% of annual field travel budget): $.50 \times 8,550 = \$2,925$

These should be divided by the number of higher level APEs.

Inspections are the ongoing work of the NGO coordinator, who devotes 70 percent of his time to supporting the higher level APEs.

Notes: NGO Development (numbered items correspond to items in Table 5, p. 54)

NB. The current number of NGOs with which World Education is working is 10. This will increase with time, so that while operation-related costs will increase overall, unit cost should not change. Supervision and support unit costs are likely to decrease, if all NGOs continue to receive training.

Startup:

1. Training of Animators for school support, totals \$8,000.

2. *Training of trainers*: no costs were incurred here because World Education is working with NGOs that they have already trained under other grants. Therefore, World Ed. did not have to undertake initial training. However, if this is a cost that will be incurred in expansion, it should be calculated.

3. *Equipment*: World Ed. provides \$6,000 of office equipment for its partner NGOs. This is one-time cost. If amortized over 7 years (the life of the grant—this is less likely to need replacement as often as motorcycles whose life-span is estimated at 5 years), this would be \$857/year.

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4. *Materials*: None

Operations:

1. *Meetings*: None

2. *NGO Management/Supervision*: World Ed. underwrites \$200/mo. or \$2,400/yr. for the NGO's self management.

3. *Overhead* for the NGO is part of World Ed. strategy to develop ("professionalize") the NGOs—it is fixed at 10 percent and therefore varies according to the size of the subgrant. Currently, it averages \$1,292 per NGO per year or \$20 per school.

4. *Other* encompasses supplies, rent, communications, etc., set at \$4200 per year per NGO.

Supervision/Support:

1. *Training (recyclage)* includes:

- World Ed. Training Director devotes 50% of his total 40% time for community schools to NGO development, divided by 10 NGOs for a unit cost of \$1,599.
- World Ed. Training Consultants devote 100% of time to NGO development, costing \$14,000 per year or \$1,400 unit cost.
- World Ed. Evaluator and Training Consultants' travel and per diem totals \$15,000/year (10,000 + 5,000), for \$1,500 unit cost.
- World Ed. field staff travel claims 25% of annual field travel budget (5,850) for total of \$1,462 or 146 per NGO.
- World Ed. training expenses total \$14,250/year, for \$1,425 unit cost (10,000 for NGO inst. dev., and 4,250 for training materials).

Total per NGO per year is \$6,070.

2. *Inspection and Audit* are not distinguishable. They include:

- World Ed. Home Office Backstop devotes 50% of 30% salary to NGO development, for \$772 unit cost.
- World Ed. Advisor/Monitor devotes 80% of time to NGO development, or \$2,253 per NGO.
- World Ed. Evaluators devote 100% of time to NGO development, totaling \$2,800 per year (or \$5,600 every other year) or \$280 per NGO.

Total per NGO per year is \$3,311.

Notes: PVO Management/Operations (numbered items correspond to items in Table 6, p. 57)

Refer to Time/Budget Allocation Chart on following page. Most of the World Education community school grant costs will be allocated to other categories.

1. *Salaries/Benefits*: at \$64,846 captures all the personnel costs needed to administer and manage World Ed. in conjunction with its community school program, and to continue its existence as a viable organization (as in the case of staff development). Salary costs include:

- Mali program Coordinator: 100% of 50% time
- Home Office Backstop: 50% of 30% time
- Boston Mali Advisor: 100% of 10% time

2. *Consultants*: at \$9,965 delineates the assistance used by PVO to strengthen its own operations and management capacity. Specifically:

- Program Advisor Monitor: 20% time

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- Auditor: (\$10,000 every three years)
 - Evaluation Report: \$1,000 (\$4,000 every four years)
3. *Allowances*: are prorated for the Mali Program Coordinator and the Training Director. They include shipping and housing, and average \$15,430 per year (61,722 over four years).
 4. *Travel*: at \$5,000 per year cover Bamako-Boston travel for the Mali Coordinator and the Training Director.
 5. *Training*: at \$3,250 per year is for World Ed. staff development.
 - 6, 7. *Other Direct Costs and Indirect Costs*: have been allocated 100% to the World Ed. operating/management budget.
 8. *Equipment*: at \$9,286 per year is for equipping the World Ed. office, averaging at total of \$65,000 over the seven-year life of the grant.

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World Education Staff Time and Budget Allocations (per support task categories):

Title	Total Time of which:	School/APE Support	APE-arrond.	NGO Dev.	PVO Mgt.
WEd Staff (with benefits):					
Mali Program Coord	50%	—	—	—	100%
Training Dir.	40%	25%	25%	50%	—
Home Office B-stop	30%	—	—	50%	50%
Boston-Mali Advisor	10%	—	—	—	100%
Comm.Sch. Staff	100%	25%	75%	—	—
● Program Director	“				
● 2Program Asst’s	“				
● Secretary	“				
● Accountant	“				
● 2 drivers	“				
● 2 guards	“				
Consultants:					
● Program Advisor/Monitor	n/a	—	—	80%	20%
● 2 Evaluators	n/a				
● 2 Trainers	n/a	—	—	100%	—
● Auditor	n/a	—	—	—	100%
● Evaluator Report Spec.	n/a	—	—	—	100%
Allowances (for Coord and Trg Dir):					
● housing	50%	—	—	—	100%
● shipping	n/a	—	—	—	100%
Travel/Per Diem: ³⁰					
● 2 BKO-BSN trip, 5,000/yr (for Mali Coord & Trg Dir)	n/a	—	—	—	100%
● 4 consultations, 10,000/yr (for trainers, evaluators)	n/a	—	—	100%	—
● per diem @ \$5,000/yr (for trainers, evaluators)	n/a	—	—	100%	—
● Mali travel & per diem, \$5,850/yr (for WEd staff)	n/a	25%	50%	25%	—
Training Costs ³¹ :					
● Inst Dev, 10000/yr	n/a	—	—	100% ³²	—
● NGO training, 8000/yr	n/a	—	—	100% ³³	—
● Training Materials, 4250/yr	n/a	—	—	100%	—
● Staff Dev, 3250/yr	n/a	—	—	—	100%

³⁰Based on World Ed. budget totals averaged over four years. (Note that often budget specifics, e.g., 200 day @ 15/day for 20 persons, do not add up.)

³¹Same as above

³²Institutional development refers to overall NGO development.

³³NGO training refers to training of NGO staff in specific community school support.

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Other Direct Costs-all:	n/a	—	—	—	100%
Indirect Costs-all:	n/a	—	—	—	100%
Equipment-all:	n/a	—	—	—	100%

Annex 2: Descriptions of models

Descriptive category	World Education	Save the Children
<i>Organizing concept</i>	public schools, managed by the community and financed with local resources	private sector schools with new program, managed by community and financed with local resources
<i>Vital Statistics (projected at maximum capacity):</i>		
No. of schools	500	890
No. of classrooms	3,000	1,780
No. of students	180,000	106,800
No. of teachers	3,000	3,560
No. of grades	1 through 6	1 through 6
No. of classes	1 per grade per school (3,000)	2 per grades 1-3 and grades 4-6 (3,560)
Average No. students:teacher per class	60	30
Average No. students:classroom	60	30
Region of concentration	Koulikoro and greater Bamako	Sikasso
Predominant type of community	rural/agricultural (450 schools) urban/laborer (50 schools)	rural/agricultural

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Descriptive category	World Education	Save the Children
<i>School status:</i>		
Ownership of school	community	community
Ownership of land	rural areas: community through traditional land tenure urban areas: leased at no cost by the APE from the commune for 99 years	rural areas: community through traditional land tenure
<i>School structure and operations:</i>		
Terminal grade in cycle	Grade 6, adding one grade per year	Grade 3, with plans to expand to Grade 6
Double shift	no	yes, cohort divided into classes for younger and older students
Intake policy	yearly	triennial (every three years)
Schedule and calendar	official MBE: October-June, Monday-Friday, 8am-1pm in class	Determined by community: November-May; Monday-Saturday, 2-3 hours/day
<i>Infrastructure:</i>		
Model (single room, latrines, etc.)	1 classroom per grade, no latrine	1 classroom per cohort (shared by shifts), second classroom to be added upon addition of Grade 4, latrines
Capacity (and reality)	60 students per grade and classroom (70 students in reality)	60 students per cohort and 30 students per classroom (30 in reality)
Construction by	community, parents of students, and students	community, parents of students, and students (with Save the Children engineering team)
Materials	banco, tin roof, cement, rebar, timber rafters, windows, doors	banco, tin roof, cement, rebar, timber rafters, windows, doors

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Descriptive category	World Education	Save the Children
Maintenance	by community with community funds	by community with Save the Children funds
Financing	labor and local materials from community, funds from \$4,000 startup fund managed by community	labor and local materials from community, materials procured/delivered by Save the Children with construction assistance
<i>School equipment:</i>		
School furniture (teacher & student desks and chairs)	procured by APE with funds from community school grant fund	table/benches, teachers' desk /chair and storage cupboard assembled by local carpenters from materials procured and delivered by Save the Children
School supplies and instructional materials (chalk, pencils, etc.)	provided by individual households to students	chalk, pens, pencils, slates, rulers, exercise books and textbooks provided by Save the Children
School Equipment (blackboard, globe, etc.)	procured by APE with funds	blackboard, 2 lamps
Financing	initially, grant to community; thereafter, community and parents	Save the Children funding and procurement
<i>Students:</i>		
Capacity/intake	60 students per school in grade 1 every year; managed by APE	60 students per school in grade 1 every three years, managed by APE
Recruitment	none stated	one child per household
Quotas, criteria (age)	50 percent girls (desired); age 7 for Grade 1; village residency not required	50 percent girls (required); ages 6-12 for grade 1 with preference given to older children; village residency required
School fees	inscription fee (\$2) and monthly tuition payable to APE (\$1)	monthly tuition fee (\$0.21)
Sources of financing	parents, community, MBE, and PVO	parents, community, village council, PVO

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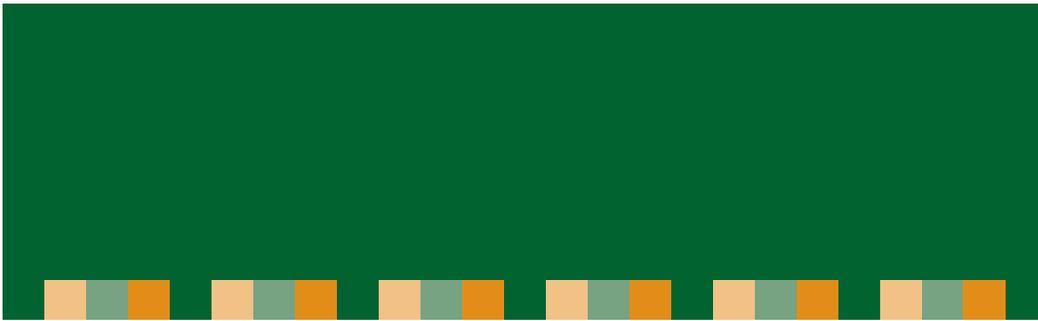
Descriptive category	World Education	Save the Children
<i>Teachers:</i>		
Recruitment ●selection process ●criteria/qualifications ●employer/status	by APE with MBE suggestions 9 th Grade education APE-contract	by school management committee literate, village resident school management committee-contract
Supervision ●visits/support by DRE ●visits/support by NGO ●visits/support by PVO	2-4 times/year 1 time/month 1/month	2 times/year 1 time/week 1/week
Training ●preservice ●inservice ●cs orientation	no yes (1 time/year) yes	literacy training yes (2 times/ year) n/a
Terms of service ●cash salary ●salary supplements ●hours/schedule	\$50/month housing, food staples-\$320/year 5-7 hours/day; 5 days/week, 9 months/year	\$7.37/month in cash none (reported) 2-3 hours/day, 6 days/week, 7 months/year
Financing	fees paid by parents of students to APE	fees paid by parents of students to school committee, contribution from village council
Profile (average age, education, provenance, experience, etc.)	male, late 30s, 9 th grade education, ties to village (not residency), former teacher or teacher trainees	male, mid-30s, primary school or less, resident in village, farmer or local business

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Descriptive category	World Education	Save the Children
<i>Curriculum:</i>		
Type	official MBE	condensed, developed by Save the Children
Language of instruction	French	local (Bambara)
Introduction of French	grade 1	grade 3
Books and materials development and supply	MBE	Save the Children
Financing	MBE	Save the Children
<i>School support:</i>		
Community role	construct school, pay teacher salary and school operation expenses	construct school, pay teacher salary
NGO role	establish school, train APE committee members, organize teacher training	establish school, train/support teachers, train school management committee
PVO role	support/train NGO, supervise grant	see above and support NGO, supervise grant
Government role	inspect school, provide teacher and student materials and equipment, provide inservice teacher training	inspect school
Linkages	APE management committee meets with and belongs to APE federations	na

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Descriptive category	World Education	Save the Children
<i>APEs and school management committees:</i>		
Selection process	by community election	by popular appointment
Structure/members	9-11, at least one woman, literate	8-10 members, two women, at least one literate
Training	annually by World Education	annually by Save the Children
Duties	recruit students, recruit/hire teacher, collect fees, build/equip school, manage school, liaise with MBE	recruit students, recruit/hire teacher, collect fees, build school, manage school



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