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Canada

Education Policy and Budget Practice

in a

Non-Government Organization:

A Case Study

of the

Division of World Outreach

of the

United Church of Canada

© James D. Wishart
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Education policy and budget practice in a non-government organization.

Abstract

The application of the 1984 Education Policy of the Division of World Outreach (DWO) of the United Church of Canada was examined in its "loosely coupled" context that is characterized by a consultative relationship based on trust in overseas partners and confidence in their choices of goals and objectives. Egon Guba's model of policy analysis, its policy-definition driven research process, and its categories of policy-in-intention and policy-in-implementation usefully assisted the appraisal of logical congruence between the goals and objectives stated in the 13 guidelines of the education policy (a policy-in-intention) and those stated in documents from a sample of supported programs (policies-in-implementation). In addition, the DWO's program-based budget practice was assessed for any relevant use of the Planning Programming Budgeting System (PPBS). Finally, a logical congruence between Guba's model and the PPBS model was probed for a possible synthesis.

Docments from 1981, 1985, and 1989 from the sample of five programs from five regions in three continents were reviewed. The data from the programs exhibited reasonably effective, context-specific, adaptations and emphases of the policy guidelines, a basic congruence with policy goals and objectives, as well as some qualitative difficulties and lapses which require some DWO scrutiny. The study's finding of a similar emphasis of the guidelines across the programs, including a quantitative empirical pattern, gave strong evidence to expect that, with thick descriptions (Guba) of these and other findings, reasonable inferences about their relevance and usefulness to other DWO supported programs, other NGOs, and government and international organizations can be made.

Analysis of DWO budget practice revealed an annual policy-driven, program-based, tiered process of review, accented by on-going consultations with partners, and based on actual available monies per annum. Increased program funding in all the sample programs confirmed the shift from formal institutional support to community development program support for the marginalized and poor anticipated by the new education policy. Mission personnel funding cuts of 30% added to program funding. 1985 was the height of overall funding as declines in general support in Canada followed. Frank's model to assess minimal to optimal practice of PPBS elements helped show that the DWO optimally practiced most elements, except for those more appropriately done by the partners. The DWO could strengthen its budget practice by incorporating more elements of PPBS practice.

The shared premise of Guba and PPBS that policy goals and objectives determine policy outputs and outcomes, and the premise that policy-analysis (Guba) and policy-making (PPBS) should mirror and illuminate each other, grounded the logical synthesis of the models into a single, comprehensive, and dynamic model with exciting potential.

Overall, the DWO's exemplary education and budget policies and practices are worth comparing with other organizations and worth broad use elsewhere.

Résumé

L'application de la politique d'éducation de 1984 de la Section d'aide mondiale (SAM) de l'Église unie du Canada a été examiné. La politique de la SAM était exécutée en relation consultative souple, et basée sur la confiance avec ses partenaires d'outre-mer. Ces derniers déterminaient eux-mêmes les les objectifs des programmes. Les catégories l'intention de la politique et la mise en oeuvre de la politique du modèle de Guba pour l'analyse des politiques, ainsi que le processus de recherche en fonction de la définition des politique préconisé par le modèle, se sont avérés utiles dans l'évaluation de la congruence logique entre les objectifs tels qu'énoncées dans les 13 directives (intention de politique) et celles qui sont énoncées dans la documentation tirée d'un échantillon des programmes d'appui (mise en oeuvre de politique). En outre, les pratiques budgétaires de la SAM, basées sur les programmes, ont été examinées dans le but de savoir si le PPBS (Planning Programming Budgeting System) pourait être utile. Enfin, la congruence logique du modèle de Guba par rapport à celui du PPBS fut évaluée en vue d'une synthèse possible des deux modèles.

Des documents tirés d'un échantillons de cinq programmes des années 1981, 1985 et 1989 provenant de cinq régions sur trois continents furent révisés. Les données de ces programmes ont fait preuve d'une adaptation raisonnablement efficace, qui respecte chaque contexte et qui accorde une importance aux directives des politiques, ayant une congruence entre les objectifs et les programmes. Par contre, certaines difficultés qualitatives et de légères fautes furent découvertes, nécessitant une certaine attention de la part de la SAM. Les programmes qui furent étudiés démontrent un respect comparable des directives de politiques dans tous les programmes, y compris une formule quantitative empirique, qui indiquent fortement que les descriptions volumineuses (Guba) de ces résultats ainsi que d'autres, permettent des conclusions raisonnables en ce qui concerne la pertinence et l'utilé des autres programmes appuyés par la SAM, d'autres ONG, ainsi que les organisations gouvernementales et internationales.

L'analyse des pratiques budgétaires de la SAM a révélé un processus de révision annuelle à plusieurs niveaux, motivé par les politiques, basé sur les programmes, ponctué de consultations régulières des partenaires et basé sur la disponibilité annuelle des fonds. Dans l'échantillon, l'augmentation des fonds consacrés à des programmes a confirmé un changement qui correspond à la nouvelle politique d'éducation, favorisant l'appui au développement communautaire pour les pauvres et les marginaux plutôt que l'appui formel des institutions. Des coupures de 30% des fonds destinés au personnel de la SAM ont permis d'augmenter le financement des programmes

en question. Une réduction générale d'appui au Canada a suivi l'apogée de financement de 1985. Le modèle de Frank pour l'évaluation de la mise en oeuvre optimale des pratiques du PPBS a servi à démontrer que la SAM les respectait en grande partie, sauf pour certaines pratiques que les partenaires étaient mieux disposés à exécuter. La SAM pourrait améliorer sa pratique budgétaire en y intégrant davantage d'éléments de la pratiques PPBS.

La prémisse que partagent Guba et le PPBS, à l'effet que les objectifs des politiques déterminent les rendements et les résultats, ainsi que la prémisse que l'analyse de politiques (Guba) et l'élaboration de politiques (PPBS) devraient se refléter et s'éclairer mutuellement, fondée sur la synthèse logique des modèles en un seul modèle compréhensif et dynamique d'un potentiel passionnant.

En conclusion, les politiques et pratiques pédagogiques et budgétaires de la SAM méritent d'être comparées à d'autres organisations ainsi qu'à la mise en oeuvre générale en d'autres parts.

"Complacency must be avoided at all costs; vigilance is necessary or the struggle is lost at its inception".

United Church of Christ in the Philippines

To the millions alive and unborn who
over there and over here
need, desire, require
a more loving, caring,
just, and equitable
world

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J.D.W., July 1994

Education Policy and Budget Practice in a Non-Government Organization:
A Case Study of the Division of World Outreach of the United Church of Canada

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Education Policy and Budget Practice in a Non-Government Organization: A Case Study of the Division of World Outreach of the United Church of Canada

Chapter 1

Purpose of the Study and Review of Literature

Introduction

The Division of World Outreach (DWO) is one of the mission and service arms of the United Church of Canada (UCC). One of its roles is to support, currently, over 175 programs and projects in 26 countries in five geographic regions--(1) Central and East Africa, (2) Southern Africa, (3) East Asia, (4) Southeast Asia and the Pacific Islands, and (5) the Caribbean and Latin America. Support for the programs and projects which have educational purposes is guided by the 13-point Education Policy Guidelines adopted in 1984 (see Table 1). The application and impact of that policy on the selection of programs and projects, as well as the manner of resource allocation and budget practice, were the subjects of this descriptive and exploratory case study.

Problem Statement

Christian theological and missiological understandings are the foundation of the DWO's work. Briefly, the theological perspective is that God's mission is to establish through the reign of God's justice, peace, and love the Kingdom of God. In the language of scripture, the source of Christian theology, "God was in Christ reconciling the world to Himself". Through the life, death, and resurrection of Jesus Christ, God overcame the bondage of the whole creation to sin, suffering, and death to inaugurate the Kingdom of God. The missiological perspective arises from this theological understanding. Christians everywhere are called to be a Church, to be an instrument of God's mission, and to witness to the Kingdom of God. Faithfulness to this mission is understood not only as proclaiming the good news of what God has done in Jesus Christ, but also seeking justice, peace, love, and the integrity of creation, all signs of the Kingdom and Reign of God.

The DWO exercises its understanding of mission by working with Church and secular partners around the world as equal and trusted "partners in mission". Partners are strongly supported

Table 1

Education Policy Guidelines of the Division of World Outreach

1. The educational project in its goals and methods should be consistent with the theology and missiology of the related partner churches and with the ongoing process of dialogue with the United Church of Canada.

2. There should be consultation and co-operation between the educational initiatives of the partner church and their Christian institutions of learning.

3. There should be a close interaction between the educational institutions and the community in which they are located so that there may be a mutual sharing of problems.

   Thus, it is desirable that the link with the community be reflected in the composition of boards of trustees, etc., and that perhaps some of the facilities of the institutions be placed at the disposal of the community.

4. Educational programmes should involve participants in both educational institutions and community in a process of awareness-raising by which they have a role in the liberation of society and movement towards justice and peace and the emphasis and preservation of national culture. This thrust should not only inform the formal curriculum but be reflected in extra-curricular dimensions in the life of the institution.

5. The educational project should be seeking not only to prepare students for responsible social activity in terms of the local and national situation, but also to inculcate a responsible global outlook.

6. While recognizing that preparation for the job market and personal fulfilment are educational goals, a fundamental purpose of educational programmes of Christian institutions should be to develop critical judgment in regard to the problems of society. The critical perceptions developed here should be reflected in the capacity of the institutions for self-evaluation.

7. The educational programme should serve a cross-section of society and not just a restricted group; similarly, the goals and methods should be designed to motivate students to serve the wider community and not just personal or class interests.

8. If possible, and especially in cases where overseas assistance is sought, multilateral rather than bilateral relationships are preferable for institutions.

9. Educational institutions should be encouraged when they seek realistic goals of self-reliance, and any programs accepted for funding should be for specific purposes and within a definite time frame.

10. Institutions should be free of foreign control and personnel should be predominantly indigenous. There should be ongoing programmes for faculty staff development.

11. Where missionary personnel are requested, they should not be regarded primarily in a technical role but in terms of their witness to the global dimension of mission. (While immigration requirements may demand a narrow technical definition of the missionary role, this should not determine our basis for selection.)

12. We reaffirm that the selection by the Division of World Outreach of missionary personnel for educational tasks abroad should be consistent with these guidelines and in consultation with partner churches and institutions.

13. The Division of World Outreach in the reception of new requests for support should give increasing priority to theological education, non-formal education, community-based experimental education and forms of education for the disadvantaged.

in their efforts to take responsibility for their own development in their particular contexts, as determining their programs and projects,[1] goals and objectives, priorities, and budgetary needs. In *response* to these efforts, the DWO provides financial, personnel, and/or material assistance.

The relationship between the DWO and its partners, however, is a "loosely coupled" one, and potentially problematic. For the tie between the two parties, who are "physical[ly] and logical[ly] separate," is potentially weak as each party endeavours to "preserve[s] [its] own identity" (Hoy and Miskel, 1986, p. 140). In organization, policy, and planning literature, good effective programming arises from a clear, rational, logical congruence between the goals and objectives of a policy and those of the program(s) developed, implemented, managed, and assessed in terms of that policy. Effectiveness however depends on the context. In a single intra-organizational context, a clear, rational, logical congruence between policy and programs is most likely present, and more so in centralized, hierarchical settings than decentralized, horizontal ones. In inter-organizational settings, however, a clear, rational, logical congruence between policy and programs is likely present but strongly tested, particularly in decentralized, horizontal settings. The relationship between the DWO and its partners begs the question, particularly with the DWO's decentralized posture of encouraging indigenous peoples to take responsibility for their own work--a posture supported in the development[2] literature as more desirable and effective (Hellinger, 1982; OECD, 1989).

The problem of this study, then, was to examine the 1984 Policy for Educational Assistance in its "loosely coupled" inter-organizational context and assess its impact on the related programs of DWO partners. Thus, the primary goal of the study was to examine the congruence between the goals and objectives of the policy and those of a sample of supported programs. If there was a "strong" congruence, in spite of the context, the policy could be *theoretically* judged effective. (This study excluded site visits, precluding any *empirical* assessment of the policy's impact and effectiveness.)

The second goal of this study was to examine the degree to which DWO resource allocation

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[1] "Program" and "project" are distinguished here for brevity in the presentation. The former is understood as an on-going activity evolving within a range of parameters over several years but does not necessarily have an endpoint. The latter may take place and evolve over several years also, but is normally a one-time event with an endpoint. A "program" may involve several "projects" at different times or places.

[2] The term "development" in this context has gained an uncertain reputation over the years but is normally used to describe generally the activity of peoples and/or nations aspiring to more modern living and lifestyles. It is this understanding of the term that is assumed in this study.

and budget practice, which is based on budget allocations to programs, reflected modern program based budgeting. Table 2 illustrates the general practice of reporting the overall expenditure summary (for 1989) for all countries in each of the geographic regions. Note that in the cases of Africa and Asia two administrative areas have been collapsed into one in the report. Table 3 illustrates allocations to individual partners, e.g., the United Church of Zambia Synod, and their specific programs and projects. While both tables illustrate the overall form and practice of DWO budget reporting, Table 3 shows that allocations are made to specific programs or projects in the context of individual partnerships. Thus, the aim of this part of the study was to examine DWO budget practice in relation to modern program-budgeting practices, assess to what extent such practices were present, and whether the Planning Programming Budgeting System model could be used in DWO practice.

There were three further goals to the study. First, in examining the congruence between the education policy and its related programs, the utility of Egon Guba's analytical framework for policy analysis (1984) was assessed. Second, in examining the degree DWO practice reflected program budgeting and the PPBS model, the utility of James Frank's model of analysis of PPBS (1973) was assessed. Third, as Guba's model of policy analysis and the PPBS model of program budgeting have frameworks that seem complementary, the possible synthesis of the two models to enhance research methodology, as encouraged by Bolland and Bolland (1984), was assessed.

Rationale

This case was worth studying for several reasons. First, the trend and stature of Non-Government Organization (NGO) assistance in developing areas has grown to account for roughly 5% of total overseas development assistance. This was important enough that the UN and the OECD set up joint councils with NGO bodies (Drabek, 1987; OECD, 1989). Scholarly studies of NGO practices and potentials, then, are important to the wider development community. A study of the DWO, an NGO of approximately 20 administrative and 90 overseas personnel serving over 175 programs in 26 countries with over $3 million (1989) in annual disbursements to overseas partners, should provide valuable insights.[3]

[3] The DWO's annual budget of over $9 million is one quarter of the United Church of Canada's annual budget.

Table 2

Division of World Outreach - 1990 Budget: Expenditure Summary

AREA BUDGETS: GRANTS	1988 BUDGET	1988 ACTUAL	1989 BUDGET	1990 BUDGET
AFRICA				
Angola	$220,000	190,083	192,000	186,000
Kenya	93,900	97,353	109,000	124,000
Lesotho	88,000	88,000	105,000	100,500
Malawi	13,000	13,000	16,000	15,000
Mozambique	52,000	52,000	54,000	48,000
Namibia	45,000	45,000	45,000	72,000
Sierra Leone	20,500	20,500	12,000	-
South Africa	257,000	249,000	255,000	221,000
Tanzania	153,000	153,000	155,500	182,000
Zaire	75,000	75,000	107,000	102,000
Zambia	167,000	150,665	167,750	176,000
Zimbabwe	28,000	28,000	32,000	36,000
General	250,500	250,564	337,000	369,000
	1,462,900	1,412,165	1,587,250	1,631,500
CARIBBEAN & LATIN AMERICA				
Argentina	81,250	81,250	106,450	106,450
Brazil	111,850	111,850	120,000	120,000
Chile	135,450	135,450	137,850	135,850
Costa Rica	35,550	35,550	47,750	47,750
Cuba	19,700	19,700	28,200	28,200
Grenada	4,100	4,100	4,100	4,100
Jamaica	55,150	55,150	73,000	55,000
Nicaragua	82,000	82,000	90,000	90,000
General	430,500	430,500	471,550	489,800
	955,550	955,550	1,078,900	1,077,150
ASIA				
Hong Kong	28,500	28,500	28,500	27,500
India	254,200	198,200	257,012	228,500
Japan	78,861	73,915	77,150	62,794
Korea	157,800	159,743	175,000	172,000
Nepal	25,000	25,000	31,000	31,000
Papua New Guinea	30,000	30,000	35,000	35,000
Philippines	105,600	105,600	153,600	171,600
General	233,000	233,000	273,000	316,356
	912,961	853,958	1,030,262	1,044,750
TOTAL GRANTS	$3,331,411	$3,221,673	$3,696,412	$3,753,400

Table 3

Division of World Outreach - 1990 Budget: Area Budget - Africa

ZAMBIA	1988 BUDGET	1988 ACTUAL	1989 BUDGET	1990 BUDGET
United Church of Zambia Synod (UCZ)				
Bloc Grant	$ 14,000	$ 14,000	$ 17,000	$ 12,000
Mebeba Clinic	5,000	5,000	5,000.+	6,000.+
Evangelism - Work Budget	4,000	4,000	-	-
Lay Training - N & S Presbytery	-	-	-	3,000
Scholarships	29,000	20,665	26,000	18,000
Deaconess Staff House	6,000	6,000	4,000	-
Deaconess Program	3,000	3,000	2,000	5,000
Women's Program	14,000.±	14,000.±	19,500.±	15,000.±
Projects Co-ordinator	8,000.+	-	-	-
Chipembi Farm College	-	-	6,000.+	9,000.±
Conf/Mtgs/Exchanges	-	-	-	9,000
Animation Skills Training	-	-	-	3,000
	83,000	66,665	79,500	80,000
Mindolo Ecumenical Foundation (MEF)				
Management Training	3,000.+	3,000.+	5,250.+	5,000
Scholarship, Pastors (3 of 3)	12,000	12,000	12,000	-
Youth Scholarship (3 of 3)	4,000	4,000	7,000.±	15,000.±
Women's Leadership Course (Scholarships)	-	-	-	10,000.±
Short Courses & Conferences	-	-	-	3,000. ±
	19,000	19,000	24,250	33,000
Christian Council of Zambia (CCZ)				
Regional Councils	6,000	6,000	-	-
Bloc Grant - Program	-	-	11,000	8,000
Chaplaincy & Youth	3,000	3,000	-	6,000
Women's Regional Centres	13,000.+	13,000.+	13,000.+	15,000.+
Youth Dept. - Program	7,000	7,000	12,000	-
Training Project Leaders	10,000.+	10,000.+	-	-
Human Resources Dev't	-	-	-	8,000.+
Rural Development Projs.	-	-	10,000.+	10,000.+
Women's Project Fund	-	-	-	5,000. +
	39,000	39,000	46,000	52,000
Boy's Brigade of Zambia	2,000	2,000	-	-
Girl's Brigade of Zambia	12,000	12,000	5,000	5,000
Theological Education by Extension (TEEZ)				
Bloc Grant	2,000	2,000	5,000	6,000
Scholarships	-	-	8,000	-
	2,000	2,000	13,000	6,000
Family Farms - Bloc Grant	10,000.+	10,000.+	-	-
Total for Zambia	$ 167,000	$ 150,665	$ 167,750	$ 176,000

All + Part ± Development Type Work

A second reason was the paucity of information on NGOs in the general, the development, and the education literatures. For example, a search of five years in business and education literatures produced only a few citations. A further manual search of 10 years of ERIC listings in education planning, policy, and program evaluation showed a serious lack of research on NGOs in development and in education.

A third reason was that the specific history and spirit of the 1984 Policy for Educational Assistance, and its discrete nature--13 statements--made it a unique source for educational research.

Further, research and literature examining the use of both Egon Guba's model of policy analysis and the PPBS model of program-budgeting in education in general, and by NGOs in particular was also lacking. Nonetheless, as the Guba model provided a framework for analysing the relationship between policy and consequent programs or actions; and as the PPBS model provided a framework for analysing the relationship between policy and consequent resource allocation; and as the two models provided a *possible* synthesized framework for analysing the relationship between policy, programming, and resource allocation, an assessment of their usefulness was warranted.

Finally, there was the practical value of the study to the Division of World Outreach. First, an assessment of the impact of the education policy in the "loosely coupled" relationship with partners would provide some insight and justification to the DWO's work. Second, to know whether PPBS would be viable in the DWO setting would be useful. Lastly, a brief look at how DWO education policy and supported programs relate to the education and development literatures would be interesting and valuable.

Background of the Study

The purpose of the Division of World Outreach is stated in the United Church of Canada's constitution:

> The Division of World Outreach shall be the administrative unit of the United Church of Canada as the church seeks to share with partner churches and agencies in other parts of the world in God's mission, embodied in Jesus Christ, for wholeness, love, and justice for all people and all of creation. (Article 771. Division of World Outreach Handbook, revised 1990, p.1)

Its responsibilities include:

(a) cultivation of partner relationships with ecumenical agencies at international, regional and national levels, for cooperation in God's mission;

(b) involvement in mission through partner relationships with national churches, other agencies, and people's movements devoted to human welfare;
(c) cultivation of dialogue relationships with people of other living faiths;
(d) cooperation in mission and development education in the interests of fostering global consciousness and global commitment;
(e) study of development and the church's role in it;
(f) administration of the church's relief and emergency responses in the Two-Thirds World;
(g) such other tasks as are inherent in the statement of purpose, and as may be determined by the Division or the General Council (1983.813, Article 772). (Handbook, 1990, p. 1).

The purpose and responsibilities of the DWO have evolved over time, and the 1984 Education Policy was designed with the above elements and a sense of the history of mission in mind.

A Brief History of Mission and Education

Since before the turn of the 20th century when Canadian mission workers went out into the world to evangelize--to preach the gospel and convert the heathen--education has been a central element of mission. Churches, schools, hospitals, and other public service institutions were set up and served as instruments of evangelism and education. Over time indigenous churches took responsibility for these institutions which developed and grew large with financial, technical, and professional needs.

With the rise of nationalism and local ability to administer, post-independence governments often took over responsibility for the increasingly important educational and medical institutions and networks. The United Church in turn cut back its activities, maintaining financial, technical, and professional support where local populations were unable to readily meet the needs.

However, the optimism for large-scale development waned after World War II:

- the people who were to be the beneficiaries of this development largely weren't involved in deciding what type of projects should be attempted or in implementing them. Projects were often superimposed from without.
- development schemes, generally governmental, were frequently manipulated by the local political/economic/military elite to promote their own interests, with very little concern for the welfare of the poorest strata of their society.
- we came to realize with crystal clarity that the machinery of the world economy is such that power and control rests firmly with the Northern nations and they have no intention of sharing it with the South. The Southern continents are all too convenient sources of raw materials and cheap labour, and profitable markets for our processed goods. (DWO Theological Task Force "Popular Statement," 1984, p. 3.)

The structures of society were seen to systematically hinder peoples' basic nutritional, educational, and health needs, hinder their access to an equitable share of the world's wealth, and

hinder their right to self-determination and control over their own lives. The large educational and medical institutions were seen to absorb a lot of financial resources and the best personnel, create an inordinate emphasis upon themselves, and serve small proportions of the population and particular socio-political and economic interests. Though needed, the emphases and needs of these institutions ran counter to the emerging theological and missiological understanding within the DWO and other denominational and ecumenical circles of what the church's mission is. Freedom struggles, justice issues, the preferential option for the poor (a major theme of Vatican II), education, development, interfaith dialogue, and lay training became new elements of the philosophy of mission. Justice, solidarity, and advocacy were placed at the centre of thought and debate, which is the aim of the gospel mission (Legge, 1991, interview with researcher).

This emerging new philosophy and orientation to mission was reflected by the DWO in its 1977 publication The Dual Mandate - Doing Mission, Doing Justice. A revolution was taking place. While the DWO raised questions with its partners about the substance, values, and direction of their mutual work in mission, health, education, and the community, support for health and educational institutions, which were well established and supported by other groups and local governments, was prudently phased out. Attention was shifted to community development, solidarity with local peoples' groups, and the comprehensive development of agriculture, health, education, local economies, women, etc. in entire communities and regions.

The Taskforce on Education and the New Education Policy

With the changing climate, the DWO established a Taskforce in 1981 to examine its role in education. The Taskforce examined the main areas of educational involvement, consulting with staff, partner churches and educational institutions overseas, North American church partners, and selected missionaries. It sought out current practice and the "position regarding education and the mission of the church and the relationship to the life of the community" (Taskforce Report, 1984).

Of several inputs, the Methodist Church of Brazil particularly influenced the Taskforce, as in its statement on the aim of education:

> [t]o continue under the action of the Holy Spirit the educational process carried out by god in Christ which promotes the transformation of the person into a new creature and of the world into a new world, in the perspective of the Kingdom of God. . . .to motivate educators and the educated to become positive agents of liberation through an education practice in accordance with the gospel. . . .to denounce each and every kind of discrimination of domination that marginalizes the human person and to announce liberation in Jesus Christ. . . .to respect and value the culture of the participants of the educational process to the extent that they be in accordance with the values of the

> Kingdom of God. . . .to arouse a critical and sensitive conscience of the problem of justice in a world that is marked by oppression." (Taskforce Report, 1984, p. 37).

In the new policy, the Taskforce re-affirmed the following theological and missiological bases for the educational enterprise: 1. Partners should provide guidance to the DWO in order to strengthen and help each other. 2. It should be axiomatic to respect the perceptions of partners' educational needs though they may be different--"true witness follows Jesus Christ in respecting and affirming the uniqueness and freedom of others." 3. "Inherited historic relationships" should continue to have meaning and value and be taken seriously when any changes are considered. 4. Context should shape but not hold the actions of the DWO captive. 5. Worthy educational enterprises should "develop a critical conscience with regard to historical reality,. . .promote not only individual fulfilment but social values, [and]. . .respect indigenous cultures and values while being open to the critical perspective of the gospel" (Taskforce Report, 1984, p. 37). 6. Through seriousness and sensitivity, tensions should have creative, positive results. 7. There should be education for peace and the promotion of knowledge of other faiths, including openness to dialogue concerning the implications for our common life. 8. Finally, the policy should be regarded as guidelines, "not. . .rigid yardsticks but. . .'aid[s]' to. . .consider with. . .partners the direction. . .[to move] in regard to education in general and specific projects in particular" (Taskforce Report, 1984, p. 38).

With these themes in mind, the Taskforce on Education proposed the 13-point policy framework to guide the DWO in its work. The policy was adopted in the fall of 1984 for implementation in 1985.

Summary

The preceding history of mission and education and the Taskforce on Education situates the 1984 Education Policy. The inherent philosophy and orientation of the policy are consistent with the current literature on development and the spirit and tone are still in practice today.

A Brief Overview of Division of World Outreach Budget Policy and Practice

The DWO's Budget policy has three purposes:

1. to define the basic principles which determine the DWO's relationships to overseas partners in the area of finance.
2. to outline the "criteria" used to select projects and programmes for funding.
3. to identify the [DWO's] expectations of the various participants in the process: the overseas partners, the staff, the Division's Finance and Administration Committee and the Division itself (p. 1).

It is assumed that "God commits the task of mission to God's people in each particular place" with trust as the foundation of all partnerships. The values "espoused as appropriate signs of authentic mission" held by and large by the world church are the criteria of selection, and, shared in dialogue with partners, help deepen understanding of faith and "what the Gospel calls [Christians] to do" in each particular partner's context. Some of the generally understood presuppositions, values, and guidelines based on the constitution of the DWO, the 1972 "Priorities in Mission" (revised, May 1985), the 1977 "Goals and Objectives" Statement (updated 1989), and other policies as the Education Policy are as follows:

- support the selfhood of partners by appointment of nationals;
- treat with utmost seriousness the priorities identified by partner churches and agencies;
- treat responsibly obligations to our partners created by our own history;
- avoid dependency creating patterns of support;
- stress programmes which encourage the development of local leadership;
- assign relatively low priority to bricks and mortar compared to training and other 'people-projects';
- promote scholarship study in local or regional situations rather than in Europe or North America;
- favour programmes which involve and benefit women;
- give high priority to programs which are ecumenical and regional in nature;
- review ongoing commitments for current relevancy;
- be responsive to organizations with goals similar to those of the DWO especially concerning justice and human rights;
- recognizing partners' patterns of self reliance, the DWO would normally support programmes through the national church bodies rather than at the congregational level." (The Budget Policy.)

None of these criteria by themselves determine decisions, but they are invariably reflected in decisions.

Program and project initiatives, decisions, and priorities, whether or not reflective of the membership or democratic and participatory, rest largely with the overseas partners. The assumption is that they know their goals and are capable of achieving them. The DWO may influence decisions through mutual dialogue while using its policies as flexible guideposts, but it never questions "Is this what the church really needs? Is this what the people of that organization really want"? Direct evaluations are deemed inappropriate to the relationship and partners are expected to evaluate their own needs and necessary changes; this is done in the recognition that

structures are not helpfully changed by outside pressure.[4]

In making its allocations, the DWO judges the merits of each situation through mutual dialogue and analysis with its partners, basing its decisions normally on established historical relationships, need, the flexibility of the policy guidelines, and its financial ability. (1) The development of peoples, (2) involvement not just in social services but also systematic analysis and social change, and (3) decreasing support for institution building in favour of community development programs are emphasized. Most often financial allocations in lump sum bloc grants are given to partners to dispense as they deem appropriate, unless the funds are designated for programs for women, children, youth, the poor, etc. Mission workers are also assigned in consultation with partners, though in increasingly fewer numbers.[5] Occasionally, material support is given.

The Budget Process

As noted, most allocations are made to designated programs and projects determined by the partners. The key players in the process are the DWO's five Area Secretaries, each responsible for one of the five geographic regions. Based at the DWO, the Area Secretaries are expected to know the program activities of their particular region's partners and to represent the partner's needs, whether or not they are priorities of the DWO. With the assistance of respective Area Advisory Committees which are comprised of area experts and former missionaries, the Area Secretaries use their knowledge of each particular context, their experience, and their judgement to determine the extent to which the DWO can provide support. Other key players in the process are the Finance and Administration Officer, who coordinates and produces the annual budget, and the Finance and Administration Committee, which reviews the budget, tests and challenges staff judgements, and ensures that all obligations are fulfilled. The Committee recommends the annual budget to reflect the broad policy objectives of the DWO and its decisions are final.

Summary

It is important to note that the DWO's budget practice is largely program based and based

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[4] Some forms of evaluation take place through domestic boards, roundtables of cooperating organizations, and sometimes external evaluators.

[5] Although not part of this particular analysis, this fact was most dramatically evident in the budget of 1987 where there was roughly a 30% drop in financial disbursements for mission workers. The rationale was that partners should develop and use their own indigenous personnel to be more self-reliant. Thus, there were considerable cost efficiencies and more resources freed for use by the partners. One comparison put the cost of one Canadian as equivalent to 30 Tanzanians.

on the program/project priorities determined by its partners. Equally important to note is that the DWO ensures its annual budget does not determine but rather reflects its broad policy guidelines, as those described above in the general presuppositions, values, and guidelines, as well as the Education and other policies.

Review of Literature

The review of literature had two parts. The first part was a review of the policy literature and attended to the place of Guba's model of policy analysis and its relevance to this study. The second part was a review of literature on budgeting with attention given to the utility of the PPBS model to this study and to DWO practice.

Review of the Policy Literature

Definitions of Policy

Reality is grounded in two incontrovertible conditions which root all politics and policy, inadequate resources and conflicting interests and goals (Mitchell, 1984, p. 138). The meaning of policy comes from its role in the resolution of scarcity and conflict and from the necessary socio-political theory(ies) and concomitant strategies used to control, limit, and ameliorate the effects of scarcity and conflict (Mitchell, 1984, p. 138). Any definition of policy, however, arises from the perspectives, contexts, and purposes of individual or group proponents and takes on a specific, sometimes irreconcilable character (Mitchell, 1984; Downey, 1988). Yet, all definitions are constructions and should stand as long as particular usage is rationally supported (Guba, 1984b, p. 70; See Allison, 1983, for a discussion of different definitions).

The pluralistic character of policy definitions, however, creates poor conceptual clarity. So descriptions of essential characteristics and elements are now being used (Mitchell, 1984; Downey, 1988). Take for example Downey's description (1988, p. 54):

- A public policy is an authoritative allocation of choice from among competing values or desires - which is to say, the choice is made by a legal authority and, presumably, reflects the collective values or the dominant values of the society in which the policy is to be operative.
- A policy is a declaration of intent, a major guideline - which is to say that policies deal in major directions, not in specific regulations.
- A policy is future oriented - which means that it deals with uncertainty and, hence, is couched in flexible terms.
- A policy is a directive for action - which means that a policy is something more than a goal or an intent and, indeed, creates an expectation that something or other will be done by someone.

- A policy allows for discretion on the part of the actor - which is to say that a policy is not a rule to be followed by the implementor, but rather a general and flexible guideline. (Discretion, incidentally, is the essence of the legislative/executive relationship in governance.)
- A megapolicy is a policy which is very large-scale in its scope and embraces a wide range of lesser policy issues.
- A metapolicy is a policy on how policy is to be made, a guideline as to how the policy-making process is to proceed (emphasis in the original).

Ultimately, policies deal with values and what ought to be. They are essentially statements which establish guiding principles for the course of action or orientation toward a(n) problem(s), issue(s), goal(s), or competing value(s) and/or "group conflict[s] over. . .resources" (Allison, 1983). They provide "a framework, a context, a 'decision field' within which the solutions," pathways for action, or "authorized courses of action concerning [the] allocation [of resources]" can be found (Allison, 1983, p. 4-5; Harman, 1984). Also, they give intent and direction for decision-making, decision-making being the termination of deliberation of alternatives and the choice of a particular response, "a single move" with its "particular set of consequences" bound to the set of values, pressures and constraints, and structural arrangements of the context (Hodgkinson, 1975; Harman, 1984). The point and value of policy is that to communicate clear general expectations is far better than sets of informal expectations, precedents, customs, and traditions because of the "firmer conception of the purpose of the organization and the values and principles important to the conduct of affairs" (Allison, 1984, p. 4).

The Policy Process

The basic rational model of the policy process is, depending on the author, a sequence of four, five or six stages or phases (Mitchell, 1984; Downey, 1988; Harman, 1980; Johnson, 1975). Mitchell (1984) lists them as (1) issue definition, (2) deliberation of options, (3) authoritative allocation, and (4) oversight. Downey's (1988) more comprehensive list includes (1) Initiation, (2) Estimation, (3) Selection, (4) Implementation, (5) Evaluation, and (6) Termination. Whether four, five, or six phases, they serve mainly as rational, logical steps in a conceptual map or framework for analysis; discussions of the process must acknowledge the actual dynamic and political process where different stages, even steps within stages, may take longer than others, with some happening simultaneously, and some not even being complete when others, even the policy itself, are.

Policy-Making

Effective policy-making (and policy-analysis) are context sensitive, as political-economic

sectors and organizations have fundamental and specific purposes, directions, and values which are distinct from, yet integrated with, the realm of general public policy (Allison, 1985, p. 3). Professionals who operate under different goals, appropriate diagnoses, and assumptions about cause and effect relationships (Mintzberg, 1979; Coleman and LaRocque, 1987) drive policy formulations, which are "sets of internally validated expectations and principles that guide and structure the day-to-day actions and decisions of the [sectoral and] organizational members" (Allison, 1985, p. 3). The formulations "have. . .strategic rather than tactical character [and] guide rather than prescribe. . .future actions; [they also] have wide rather than narrow ramifications and deal with long term or continuing situations and problems" (Allison, 1985, pp. 3-4). Take for example, a sector specific statement on policy-making:

> policy making in education. . .manifests a concern for specifically educational values which at times take precedence even over considerations such as resource costs, professional self-interest and political prerogatives; it takes place in a decentralized system of government in which the providing institutions and those associated with them have considerable autonomy (Howell and Brown, 1983, p. 15).

When a policy is finally implemented, it is, as Coleman and LaRocque say, a "mutually adapted" policy that has been modified by political, structural, technical, professional, and social constraints to fit the local context (1987, p. 110. See also Berman and McLaughlin, 1979a; Fullan, 1982).

Policy Analysis

Policy analysis is an effort to gain perspective, intelligence, and understanding of what policy is, how it works, its nature, context, and process through the use of various conceptual models and systems of science in order to help choose ways of modifying existing policies or initiating new ones with greater assurances of success (Mitchell, 1984, p. 153).

Nagel sees the aim of the science of policy analysis as:

(1) taking policies as givens and attempting to determine what causes them;
(2) taking social forces as givens and attempting. . .[sic][to determine what effect they have on policies];
(3) taking policies as givens and attempting to determine what effects they have;
(4) taking effects as givens and attempting to determine what policies will achieve or maximize those goals (1979, pp. 7-8, cited in Guba, 1985).

In Policy Analysis in Education (1988), Downey developed a more comprehensive model for policy analysis based on information systems. Called an "intelligence system" (see Table 4), it was founded on the following sets of questions:

Table 4

Downey's Schema of Policy-Making and Policy Analysis

Phases of the Policy-making Process	Functions of Policy Analysis	General Method of Analysis
1. Initiation	Determining Policy Needs	Scanning the Environment
Specific tasks or methods: Needs Assessment; Social Audits; Evaluation; Trend Analysis; Futures Forecasting.		
2. Creation	Crafting Alternatives	Scanning the Imagination
Specific tasks or methods: Context Setting; Problem Clarification; Freeing the Imagination.		
3. Testing	Estimating Consequences	Testing for Robustness
Specific tasks or methods: Fidelity; Economic Feasibility; Political Feasibility; Spill-Over Effects; Moral Acceptability.		
4. Choice	Facilitating Judgment	Ordering of data
Specific tasks or methods: Statistical Displays; Estimates of Risk; De-personalizing debate.		
5. Installation	Strategizing Implementation	Planning and Control
Specific tasks or methods: Motivation; Planning; Control.		
6. Review	Assessing Outcomes	Evaluation
Specific tasks or methods: Evaluating Effectiveness; Appraising Spill-Over Effects.		

(Downey, 1988, p. 105).

1. What is the essence of policy, the product of the policy-making process? What is the nature of the policy-making process itself? What concept of that process would best enable one to see it in its totality? To guide its progress? To cause it to unfold systematically?
2. What methodologies of analysis are available? Precisely how, and at what points do these methodologies fit the conceptual frames, the maps of the process established in response to question no. 1?
3. How does one accommodate the mix of values, the competing desires, and the demands for participation which constitute the political dimension of policy making? (p. 104.)

Downey's objective was a comprehensive repertoire of conceptual systems, strategies, and methodologies to facilitate the policy-making intelligence system. So he developed his schema of the policy process, the functions of analysis, the general methods of analysis, and the specific tasks or methods of analysis. The value of Downey's system is that it recognizes that each "policy venture will call for its own pattern of development and its own analysis." It is, therefore, to be used "selectively as circumstances warrant" to accommodate any simple or complex policy-making or -analysis venture (1988).

Policy Review or Evaluation

Policy review or evaluation according to Downey is a return to feasibility testing with a different purpose. Whereas feasibility testing looks at likelihoods and probabilities before action is taken, policy review uses the same methods to assess the "robustness" or effectiveness and efficiency of the results of the adopted policy in the real world.

Feasibility testing estimates the strengths and weaknesses of alternatives, with trade-offs between strengths and weaknesses used to develop measures of strength in terms of robustness. Robustness is the consideration of (1) fidelity, (2) economic feasibility, (3) political feasibility, (4) spill-over effects, and (5) moral acceptability:

(1) Fidelity testing: is estimating conformity or not to the law, to goals and mega-policies, to other policies in order to establish legitimacy of a policy or policy alternative.
(2) Economic feasibility: is determining what and how, which alternatives yield the highest rates of benefits to costs? and which could be implemented most cost effectively?
(3) Political feasibility: is dealing with (1) the general political environment - is the alternative conducive or prohibitive to change; (2) the credibility of the messenger/spokesperson, i.e., popularity; (3) the acceptability of the alternative in light of prevailing ideological predispositions in society.
(4) Spill-over effects: is attempting to capture the entire workings of a system and predict what effects an intervention on part of the system will have on the whole, good or bad. Tinkering with one part affects other parts, creating

problems or opportunities. Computer simulations or expert advice are used.

(5) Moral acceptability: is a complex issue but includes: determining rightness or wrongness by distinguishing between personal moral beliefs and social moral beliefs and allowing the latter to take precedence (whose personal beliefs should be imposed upon a whole society). Distinguishing between principles of "greatest good" and "individual rights" knowing that sometimes the principle of "greatest good" can deny "individual rights" and vice-versa. Distinguishing between "attainable" and "non-attainable" (Downey, 1988, p. 90).

With the above in mind, a policy review should consider these questions: Whether the policy has been faithfully implemented? Has it spawned hoped for programs and services? Cost-effectively? With political acceptance? With moral acceptance? What kinds of unanticipated spill-over effects have there been? (Downey, 1988, p. 103). In other words, the review should consider output analysis--after-the-fact assessments of the quality of the policy in terms of estimates of robustness--and outcome analysis--appraisals of impact in terms of intended and unintended spill-over effects and consequences.

Policy Analysis and Guba's Model of Policy Analysis

For Egon Guba, a major contributor to policy debate, the policy arena is characterized by the multiple realities and value pluralities of the policy actors, and the contextual factors which "argue for different policy formulations" (1984a, p. 34). Policies and policy decisions are the culmination of political negotiation and bargaining, emerging as outcomes of a series of mutual shapings which cannot be understood except as a whole (1984a, p. 33-34).

This perspective is like that discussed earlier, policy as a "mutually adapted" product, sensitive to and the result of political, structural, technical, professional, and social constraints which modify it to fit the local context.

A unique aspect of Guba's model stems from his assumption of multiple realities. In any context or event, a given policy manifests itself in three logically related but particular and different modes: (1) policy-in-intention or statements about policy; (2) policy-in-action/implementation, "activities and behaviours that are displayed by agents in the process of implementing policy, including local adaptation and/or diversion by 'street-level bureaucrats' in their client interactions"; and (3) policy-in-experience, the experiences of the client or target group(s) as it (they) receive(s) the policy (1984a; see Table 5). Each mode is characterized by particular audiences, policy definitions, processes, and products. Further, the policy definitions characteristic of each mode, though not equal in consequences, each determine the kinds of questions asked, relevant data collected, sources tapped, methodologies used, and policy

Table 5

Guba's Schema of Policy Levels and Policy Definitions

	Policy Definition	Policy looks like
Policy-in-intention	1. an assertion of intents or goals;	"ends"
	2. a governing body's "standing decisions" by which it regulates, controls, promotes, services, and otherwise influences matters within its sphere of authority;	"rules"
	3. a guide to discretionary action;	"guidelines"
Policy-in-implementation	4. a strategy undertaken to solve or ameliorate a problem;	"set of tactics"
	5. sanctioned behaviour, formally through authoritative decisions, or informally through expectations and acceptance, established over (or sanctified by) time;	"expectations"
	6. norms of conduct, characterized by consistency and regularity, in some action area;	"norms"
	7. the output of the policy-making system: the cumulative effect of all actions, decisions, and behaviours of the millions of people who work in bureaucracies, [or] an analytic category;	"effects"
Policy-in-experience	8. the impact of the policy-making and policy-implementation system as it is experienced by the client.	"encounters"

From Egon Guba (1984), "The Effect of Definitions of Policy on the Nature and Outcomes of Policy Analysis", Educational Leadership, 63-70.

products that emerge (1984b, p. 63; see, for example, Table 6 which is arranged for the policy definition and analysis of the DWO Education Policy).

Thus, in policy-making or -analysis, depending on the audience, Guba would look for the following in each mode: for policy-in-intention, intended achievements and analyses of expected outcomes and spill-over effects; for policy-in-action/implementation, reasonably "shrunk, stretched, nipped, tucked, or otherwise tailored [practices adapted] to fit what are seen to be local needs;" and for policy-in-experience, enhancements in service, considerations of alternative options for resource allocation (is it meeting the greatest needs?), clarifications of the delivery mode (can clients find their way through the system?), and refinements of interpretation (is the policy providing for most salient needs?) (1984a, p. 24).

The products of either a policy-making or -analysis exercise would be contingent on the audience, the policy definition used in each situation, and the concomitant questions, data, sources, and methodologies used. Whatever definition is adopted, there should be a rational, logical fit, or resonance, between the policy definition and the products of the policy-making or -analysis. With the assumption of plurality, the policy consequences will differ from locale to locale, and fit or resonance will become a matter of fair treatment to all parties--not how best to achieve some mutually desired outcome, but the equitable distribution of justice determined in a framework of context-relevant decisions (1984a, pp. 17-18). In the end, the fit or resonance between the policy definition, a policy, and its policy products should provide grounds for judgements of policy effectiveness, efficiency, and "fairness".

Utility of Guba's Model of Policy Analysis

The utility of Guba's framework for policy analysis was assessed in this study of the education policy of the DWO and the policy products of a sample of related programs. Surprisingly, since neither the Index of Social Science Citations nor ERIC cite other studies of Guba's model since its introduction in the 1984 Educational Leadership article, "The Effect of Definitions of Policy on the Nature and Outcomes of Policy Analysis," this study is one of the first in education to assess its utility.

Review of Budgeting Literature

As mentioned earlier, this study examined the resource allocation and budget practice of the DWO, which is based on programs, in relation to modern program budgeting practices, in particular the Planning, Programming, Budgeting System.

Table 6

Guba's Policy Analysis Schema: Questions, Data, Sources, Methodologies, and Products Arranged for the Policy Analysis of the DWO Education Policy Guidelines

Definition #3:	Policy is a guide to discretionary action.
Policy Question:	What is the scope of discretionary action that can be tolerated in implementing the DWO Education Policy?
Data Collected:	Decision-making and action roles and functions of the DWO, partners, evaluators, etc. Types of decisions made by each. Timing of decisions. Impact of decisions such as client support, changed programs, program orientation, loss of funds, etc.
Data Sources:	Examination of team reports, self-study reports, consultant evaluators, clients.
Methodology:	Analysis of self-study and team reports, interviews with DWO staff, others associated with the DWO and clients, questionnaire studies.
Policy Products:	Identification of key action roles; recommendations for expectations with respect to each role, recommendations for discretionary limits, "meta-rules", etc.

This table describing the Questions, Data, Sources, Methodologies, and Products for two of Guba's definitions is derived from Guba (1984), "The Effects of Definitions of Policy on the Nature and Outcomes of Policy Analysis," Educational Leadership, 63-70.

Non-Profit Organizations - A Rationale for Budgeting Practice

Not-for-profit organizations are motivated more by professional orientation and utility than profit maximization. But if these goals are pursued without budgetary concerns, solvency and survival become issues. Financial management must be a part of the organizational decision process to ensure that while professional goals dominate, scarce resources are economically used, global cash flows[6] balanced, and the organization's integrity preserved (Wacht, 1984). It is important, then, to (1) delineate achievable goals, (2) have systematic and correct bases for measuring goal achievement, and (3) a clear understanding of how managerial decisions affect goal achievement (Wacht, 1984).

Financial Management and Budgeting Practices

Budgeting is one of the most important organizational tools. It helps in planning, decision

[6] Cash flows are the balance between the cash received or paid out for assets and liabilities, and that used for the production and sale of goods and services (Wacht, 1984, p. 37).

making, resource allocation, financial control, and assessment; and it helps in establishing goals and objectives, performance expectations, responsibilities for personnel, and organizational and program units (Kelly, 1985). There are three main forms of budgeting, traditional line-item budgeting, and the more recent program budgeting and performance budgeting. Line-item budgeting lists all elements of expenditure and their cost usually on the basis of resource function, e.g., administration, teaching, supplies, etc. Program budgeting focuses on the programs of an organization and the allocation of resources needed to accomplish the goals and objectives of each of the programs. All elements of expenditure needed or used are allocated according to program or organizational unit. This method better depicts where, how, and how much money was/is to be spent, creating a better picture for decision making, resource allocation, and financing. Performance budgeting goes further to also delineate not just the resources needed but also the outputs and impacts expected. The latter two practices consciously seek more efficient and effective use of an organization's resources (Kelly, 1985, pp. 7-8).

Though line-item budgeting is still extensively used, its form of presenting information does not adequately help planning and decision making. Performance budgeting attempts explicitly to measure and predict effectiveness and impact. But the demand for much more information from the environment can be unrealistic, costly, and elusive (Frank, 1973, p. 535). Program budgeting is less demanding; it simply presents information about the relationship between products or services provided, the costs of providing them, and the ultimate goals of the organization (Lewis, 1988).

Systems Theory; Efficiency, Effectiveness, and Control; and Program Budgeting

A primary assumption of systems theory is that the whole as a system is greater than the sum of its parts because of the additional potential intelligence gained by the integration of the parts. Another assumption is that the interaction of a whole system with its environment generates information and feedback about its ability to predict and control conditions, reduce uncertainty, and increase its chances of self-actualization and continuity (Bleecher, 1983, p. 68).

These central notions from systems theory are important to program budgeting because of the comprehensive and systematic nature of the practice. Program budgeting involves the careful systematic analysis of the goals to be achieved, a comparison of alternatives to achieving them, in particular the costs and benefits, and the selection of preferred policies and

courses of action to achieve them (Freeman, 1978). Clear goal definitions, prioritizing the methods, programs, and monies needed, monitoring the results, and modifying actions to conform to plans for achieving the initial goals are required by the process (Koenig and Alperin, 1985, p. 20). The process further requires thinking in terms of functional programs and/or organizational units, in terms of goal and objective definitions for planning, both comprehensive and long-term, and in terms of cumulative costs and effects of decisions (Freeman, 1978). Efficiency, or production with a minimum of inputs for a given volume of outputs, and effectiveness, which is the achievement of the intended outcomes, benefits, and impacts, are also primary concerns. The ultimate goal of the exercise is to examine rationally the intellectual and political merit, and the economic cost and worth, of organizational goals and objectives, and consequent programs, vis-a-vis the environment and available resources in order to maximize results and minimize costs. Overall, the systems approach of program budgeting is a framework to identify and select alternative and preferred policies and courses of action, which is particularly useful in times of uncertainty and economic restraint (Freeman, 1978).

Program Budgeting - The Dominant Models

The dominant models of program budgeting are Planning Programming Budgeting System (PPBS), Management By Objectives (MBO), and Zero-Base Budgeting (ZBB). The principal characteristic of the PPBS and MBO models is that goals and objectives are the principal organizing elements and are logically linked to the overall mission of the organization. They are to be delineated in increasing degrees of specificity from general to specific, while the costs-benefits of alternative methods of achieving the global goals and objectives are scrutinized and chosen. ZBB is a practice of demarcating individual program packages roughly into base, restraint, comfort, and optimal levels, then, starting from zero, prioritizing and justifying the required and/or desired levels of programming and expenditure.

All three models have had measures of success, but their wide adoption has been hampered by inadequate consideration of their appropriateness and viability to organizations, and inadequate support and understanding from management (Duffy, 1989, p. 163).

Planning Programming Budgeting System

The primary elements of PPBS are (1) planning, (2) programming, and (3) budgeting. Review/Evaluation is also crucial (Frank, 1973, p. 537; Alioto and Jungherr, 1971).

> Planning is the selection or identification of goals and objectives of an organization and the systematic analysis of alternative courses of action capable of achieving those objectives or goals in terms of their relative costs and benefits. Programming is the selection of preferred activities or courses of action capable of achieving the goals of the organization most effectively within the constraints of available resources. Budgeting is the translation of planning and programming decisions into specific multi-year financial plans (Freeman 1978, p. 37).

Review/Evaluation involves systematic and constant analysis of actual performance and the modification of programs in light of stated objectives and cost and effectiveness data (Freeman, 1978, p. 37). In this way, programs are continually renewed (Alioto & Jungherr, 1971, p. 10).

Other key elements of PPBS are:

> (1) to display information about the functioning of actual. . .programs so that it is possible to see easily what portion of. . .resources is being allocated to particular purposes, what is being accomplished by the programs, and how much they cost;
> (2) to analyze the costs of alternative methods of achieving particular objectives so that it is possible to rank the alternatives in terms of their relative costs;
> (3) to evaluate the benefits of achieving objectives as comprehensively and quantitatively as possible in order to facilitate the setting of priorities among objectives. (Alioto and Jungherr, 1971, pp. 9-10; emphasis added to show the emphasis placed by the authors).

PPBS, then, is a framework for systematically displaying a multitude of objectives and relationships within and across programs. Relevant, achievable, and meaningful objectives serve as guidelines for planning, for setting priorities based on the relative importance of the different objectives, and for review/evaluation based upon the expectations reflected in the stated objectives (Alioto and Jungherr, 1971, p. 52). Only in the light of articulated goals and objectives is the PPBS process justified (Frank, 1973, p. 537).

PPBS - A Brief History

After Robert McNamara brought the Defense Departments' budget under control using PPBS, President Johnson instituted its use in all departments of the United States government in 1968. Many state, city, and county governments across the United States followed suit with mixed results.

The comprehensive complexity of PPBS requires the reorganization of program structure, very likely organizational structures, and information and accounting systems in order to designate appropriate responsibility and accountability, and to carry out the necessary planning,

programming, budgeting, and evaluation functions. As well, appropriate technology for the information systems, cost data, and methods of forecasting and prediction (Lewis, 1988; Kelly, 1985), along with extensive personnel training are needed (Kelly, 1985). Tied to training is the need for a high degree of participation in decision-making and implementation in order to achieve understanding of the whole process and its requirements, and a shared perception of organizational mission and objectives.

There have been difficulties in stating goals, objectives, results, outputs, and impacts in behavioral and/or quantifiable terms (Kelly, 1985) and in developing measures of evaluating alternatives and measures of performance (Koenig & Alperin, 1985). With the image of computers, set routines, analytical tools, and systematic analysis, there has been fear that efficiency and productivity will overbear the focus on human beings (Alioto and Jungherr, 1971). There have also been fears of the "inadequacies and misuses" of accountability and evaluation (Alioto and Jungherr, 1971) and the genuineness of consultation in processes of change (Freeman, 1978).

PPBS and the Education Community

As elsewhere, PPBS has had mixed success in the field of education. The first issue is as elsewhere "appropriate adaptation" of PPBS to the context of education. Note for example the difficulties experienced at the University of California:

> . . .educational institutions must foster diversity, and therefore seek differentiated rather than homogeneous viewpoints. Within a collegial system in which each faculty member considers himself primus inter pares, in which decentralized management responsibility is allocated to dozens of departmental chairmen and deans, and in which institution-wide operational objectives are rarely defined with precision, a formal PPBS structure serves little use beyond giving observers a false sense of precision and security. The complexity of the analytical process, the high costs in personnel and time, lack of agreement on measures of effectiveness, and the failure of faculties and administrators to accept the results of analysis all combined to make PPBS at the University of California less than successful (Balderston and Weatherby, Higher Education, 1972/73, cited in Freeman, 1978, p. 40).

Other issues with PPBS are that it (1) gears more to administrative than pedagogic needs, (2) encourages more complete yet distant evaluation, (3) cannot be adopted on a voluntary or individual basis but must be at least school-wide to be effective, (4) goes against the educational philosophy of many educators, and (5) involves more routine paperwork that may not result in improved instruction, immediately or ever (Goldman & Gregory, 1979, p. 79). As well, teachers have been uneasy with the broad cooperation needed to develop goals and

objectives, program emphases, and evaluation criteria, especially when they feel that their students are threatened by the bureaucratic nature of the exercise or that they themselves are threatened by the evaluative measures of performance, etc.

But a major issue is that of setting priorities, an indispensable element of PPBS practice. Since all demands cannot be given equal emphasis, time, or financial support, allocating resources according to priorities is a commitment to a particular direction and emphasis in efforts to achieve organizational objectives (Alioto & Jungherr, 1971, p. 64). However, when egalitarianism for all persons and programs is a dominant assumption as in education, determining priorities and therefore less desirable or important programs (and by extension persons) is sensitive, difficult, and sometimes subject to improper motivations (Alioto & Jungherr, 1971, p. 65). Still, agreement and compromise have to be achieved in an environment of reality.

Despite these and other difficulties, PPBS has left its mark:

(1) [the acceptance of thinking] in terms of functional programs as well as organizational structures;
(2) an almost universal acceptance that the first step in planning is to define clearly the goals and objectives of the institution and its major subordinate units and to attempt to relate programs and budgets to their attainment;
(3) the recognition that most academic policy and program decisions have an important economic component which is subject to rigorous economic analysis;
(4) the acceptance of comprehensive planning and the recognition that institutional planning should involve integrated academic, financial, facilities, and manpower planning for the institution and each of its principal budget units;
(5) the acceptance of thinking in long-range terms when evaluating the impact of new or expanded programs;
(6) the recognition of the importance of quantitative analysis in planning (Freeman, 1978).

Comprehensive Management Systems - An Evolution

To fit organizational goals and objectives and scarce resources to the environment better, comprehensive management systems such as PPBS with their rational, systematic, and accountable measures of cost and worth have been adopted worldwide. These systems have had to be appropriately adapted to particular contexts, as in education, resulting in an evolution from pure, complex, ideal models to more simplified practices which maintain basic analytical and administrative concepts and processes (Sallack and Allen, 1987). With this evolution, one can expect to find elements of the analytic concepts and administrative processes of comprehensive management systems in use. This is the expectation in examining DWO budget practice and assessing the utility of PPBS to DWO practice.

Frank's Analytical Model for PPBS

Much analysis of the analytical and administrative concepts and processes of PPBS has assumed high subsystem integration. But Frank (1973) believes that investigating partial-system elements can provide relevant bases for refining existing systems or future implementations. Since the relative emphasis of PPBS practices and the degree of their implementation and success is context specific, Frank found no single definition of PPBS was appropriate. So he arranged the distinctive characteristics of PPBS into a typology of component parts to enable researchers to distinguish empirically the extent to which practice in an organization complies with the model (see Sallack and Allen's, 1987, discussion).

The distinctive characteristics of PPBS according to Frank (1973) are:

> (1) It focuses on identifying the fundamental objectives of the [organization] and then relating all activities, regardless of organizational placement, to these.
> (2) Future year implications are explicitly considered.
> (3) All pertinent costs are considered--including capital costs, non-capital costs, associated support costs (such as employee benefits, associated vehicle and building maintenance costs), as well as direct costs.
> (4) Systematic analysis of alternatives is undertaken. This characteristic is the crux of PPBS. It involves: (a) identification of the [organization] objectives; (b) explicit, systematic identification of alternative ways of carrying out the objectives; (c) estimation of the total cost implications of each alternative; (d) estimation of the expected results of each alternative; and (e) presentation of the resulting major cost and benefit tradeoffs among the alternatives along with the identification of major assumptions and uncertainties.

The components of Frank's PPBS typology then are: (1) Data displayed by program category; (2) Multiyear presentation of data; (3) Inclusion of indirect costs; (4) Measurement of outputs and effectiveness; (5) Examination of alternative programs; (6) Examination of goals and objectives. These are arranged between the extremes of minimal and ideal elements to create a continuum against which to evaluate practice (see Table 7). The first three components, called data configuration aspects, deal with data arranged by program category or administrative unit, single- or multiyear impacts, and direct/indirect impacts. The last three components, called analytic aspects, deal with the level of measurement of program activities (inputs, outputs, effects), the extent of program analysis (existing versus alternative programs), and the degree to which program goals are stated or examined (Sallack & Allen, 1987, p. 39). In analysis, the measure of achievement or non-achievement for each component is used instead of the measure of the achievement of PPBS as a whole. "[T]his removes the constraint of having to make a single assessment of all the components and permits [a finer analysis of and]

Table 7

Frank's Typology for the Analysis of the Component Elements of PPBS

Minimal	Ideal
Data displayed by administrative unit	Data displayed by program category
Single year impact data considered	Multiyear impact data considered
Direct impacts considered	Indirect and direct impacts considered
Inputs measured	Effects measured
Existing programs analyzed	Alternative programs analyzed
Program goals not explicit	Explicit program goal statements

(Sallack and Allen, 1987, p. 39).

measurement of the degree of success between the two extremes" of each component in various operational contexts (Frank, 1973, p. 531).

Summary

In his article "A Framework for Analysis of PPB Success and Causality" (1973), Frank detailed the series of technical factors based on the data configuration and analytical aspects, as well as a series of political-bureaucratic factors appropo causality, which assist the measure of the degree of success in implementing PPBS. In this study the aim was simply to use Frank's model to measure the relative presence, and the possible enhanced utility, of the component elements of PPBS in DWO practice, only the technical factors, not the political-bureaucratic factors, were examined.

Synthesizing Guba's Model of Policy Analysis and the PPBS Model of Program Budgeting

The ground for synthesis between the Guba and PPBS models is the shared premise that policy goals and objectives rationally and logically determine policy outputs and outcomes. For Guba, the policy outputs and outcomes are specifically determined by the policy definition and fall into the logically sequential categories of policy-in-intention, policy-in-implementation,

and policy-in-experience. For PPBS, resource allocations are based on cost-benefit analyses of alternative programs rationally and logically proposed in relation to the policy goals and objectives. Essentially, Guba's model is a framework for analysing the relationship between policy and programs and how programs are experienced. PPBS, on the other hand, is a framework for analysing the relationship between policy and programs and *resource allocations to those programs* and how those programs are experienced. Apart from the difference of the role and place of resource allocation in the choice(s) of supported programs, the two models are very logically complementary, particularly when Guba's model readily explains the resource allocation process as a consequent output in the policy-in-implementation process.

As the purpose of synthesizing models is to make them more rational, comprehensive, dynamic, and perhaps simpler in their explanatory power, the similarities and differences of the Guba and PPBS models were examined to assess the extent of synthesis possible.

Conclusion

In order to pursue the primary objective of this study and assess the relative impact of the 1984 Policy for Educational Assistance, Guba's model of policy analysis, which logically relates policy-in-intention with policy-in-implementation, was chosen to help examine the relative congruence between the goals and objectives of the 1984 Education policy (the policy-in-intention) and those of the sample of programs (the policies-in-implementation). In the process, the utility of Guba's model was assessed.

To pursue the second objective of this study and examine the degree to which DWO budget practice reflected program budgeting, particularly PPBS, Frank's analytical typology for PPBS was used to determine the presence of partial system elements of PPBS and assess the utility of the model to DWO practice. The utility of Frank's typology was also assessed.

Finally, a synthesis of Guba's model of policy analysis and the PPBS model of program budgeting was assessed.

Chapter 2

Theoretical Framework

Introduction

To examine the relative impact of the 1984 Education Policy and the validity of the PPBS model to the DWO, the analytical frameworks of Egon Guba and James E. Frank were used respectively. They are described briefly below. In addition, a theoretical framework for assessing the synthesis between Guba's model of policy analysis and the PPBS model of Program budgeting is proposed.

Guba's Model of Policy Analysis

The premise of Guba's model is that policy is the outcome of the multiple realities of the actors in the policy process of a particular context. In that process, there are three logically related levels, each with distinctive characters. That is, level 1: policy-in-intention or intended achievements; level 2: policy-in-implementation or reasonably carried out adaptations in a variety of local contexts by implementers; and level 3: policy-in-experience or client or target group experiences as they receive the policy.

The 1984 Education Policy of the DWO is a level 1: policy-in-intention, and the programs supported by the DWO are level 2: policies-in-implementation. In this study, the reasonably adapted programs, practices, etc. suited to the local contexts by "street-level bureaucrats"--that revealed in the documentation from the sample of supported programs--were examined for their logical congruence with the intended achievements of the 13-point education policy of the DWO.[7]

Further, as Guba's model also anticipates particular policy outcomes as consequences of particular policy definitions, the consequent data collection, data sources, methodologies, and policy products arising from the definition of the DWO Education Policy as a guideline were anticipated in Table 6 (p. 21) to provide an extended framework of analysis for this study.

To summarize, the logical connection between policy-in-intention and policy-in-implementation

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[7] Analysis of policy-in-experience (level 3) could not be done in this study as site visits to examine how client groups experienced the policy as they received it were not possible. However, external evaluator site-evaluation reports available in some of the data did reveal some insights about this level which will be discussed later.

in Guba's model, and the extended framework arising from the policy definition and its consequent policy outcomes, were the basis for the analysis of congruence between the 1984 Education Policy and the sample of supported programs.

Frank's Model of Analysis for PPBS

For Frank (1973), partial-system successes are worth empirical investigation since they provide bases for refinements to existing systems or for future implementations. Using his typology (Table 7, p. 27) which arranges the characteristic components of PPBS between the extremes of minimal and ideal practice, this study examined the presence of partial-system elements of PPBS in the budget practice of the DWO, and by extension the model's utility to the DWO.

Guba's Model of Policy Analysis and the PPBS Model of Program Budgeting - Toward A Synthesis

By attempting to synthesize our research models, we try to make them more rational, comprehensive, dynamic, and perhaps simpler in their explanatory power. As Guba's model and the PPBS model appear to be highly complementary, the extent of a possible synthesis between the two was assessed by comparing similarities, differences, and congruences between Guba's schema outlined in Table 5 (p. 19) and the PPBS model in Table 8.

Research Questions

With the theoretical frameworks of analysis underpinning this study outlined above, it is now important to state the two primary objectives of this study as hypotheses. The first hypothesis would be that, in spite of the loosely coupled relationship between the DWO and its partners overseas, there was a rational, logical congruence between the goals and objectives of the education policy of the DWO and those of the education programs of the overseas partners. The second hypothesis would be that, since the PPBS model posits that resource and budget allocations to programs follow rationally and logically from policy goals and objectives as concrete expressions of that policy, and since the resource and budget allocation process of the DWO appears to be program based, there was a resonance between the PPBS model and DWO practice and, therefore, some utility of the model to the DWO.

A third hypothesis would be that since both Guba's model of policy analysis and the PPBS model of program budgeting show a high degree of logical congruence arising from their common premise of policy goals and objectives logically determining policy outputs and outcomes, there was a logical synthesis possible with these models.

Table 8

Framework of the Planning Programming Budgeting System

Planning	1. Determination of policy goals and objectives 2. Systematic analysis of alternative courses of action to achieve the goals and objectives
Programming	3. Assessment of preferred program alternatives a. Socio-political feasibility b. Cost-benefit(s) analyses 4. Choice of preferred program(s)
Budgeting	5. Resource allocation(s) related to planning and programming decisions in specific multi-year financial plans
Evaluation/Assessment	6. Review and modification of the program(s) in light of stated goals and objectives and cost effectiveness data

In dealing with these hypotheses, the following questions guided the research:

1. What is the congruence between the 1984 Education Policy of the Division of World Outreach and the education programs of partners supported overseas?

   The secondary question related to the policy analysis was:
   What validity and utility does Guba's model hold for this study and for the field of policy analysis?

2. What is the congruence between the resource and budget allocation practice of the Division of World Outreach and the Planning Programming Budgeting System model?

   Secondary questions were:
   What validity and utility does the PPBS model hold for the DWO?
   What validity and utility does Frank's model of PPBS analysis hold for this study?

3. What is the synthesis between Guba's model of Policy Analysis and the PPBS model of Program Budgeting?

Design of the Study

To answer these questions, the primary objects of the research were the 1984 Policy for Educational Assistance of the Division of World Outreach, the extant documentation available at the DWO for the sample of DWO supported education programs, the resource and budget allocation policy of the DWO, and the budget statements for the years 1981 to 1989.

To examine the degree of congruence between the education policy and the supported education programs, the schema in Table 9 developed from a combination of Guba's policy levels and Hostrop (in Cunningham, 1982) guided the collection and analysis of the data. Although the Education Policy was adopted in 1984, 1985 was the point of departure for the study as it was the first full year the policy was in effect. 1981 was chosen as the starting point of the study as it was the year the Task Force was established to develop the policy. 1989 was chosen as it was the last year of available data at the time of the study. The implied historical analysis examined the evolutions of practice at the DWO and among partners resulting from the new policy.

To examine the degree of congruence between the budget practice of the DWO and the components of the PPBS model, Frank's schema seen in Table 7 (p. 27) guided the collection and analysis of the data.

To examine the degree of synthesis between the Guba and PPBS models, the relationship between Tables 5 (p. 19) and 8 (p. 31), as shown in Table 10 - "Synthesizing the Guba Model of Policy Analysis and the PPBS Model of Program Budgeting," was explored and analyzed.

Methodology

The methodology of this case study included policy analysis, document analysis, and analyses of interviews. The 1984 Education Policy of the DWO and the budget policy were the primary objects of the policy analysis. Policy statements, minutes, budget statements, program proposals and descriptions, annual reports, and administrative reports and evaluations drawn from the files of the sample of programs available at the DWO were among the documents analyzed.[8] In addition, reports and evaluations by the Area Secretaries responsible for programs in specific geographic regions were examined. Taped interviews were conducted with the DWO General Secretary, Finance and Administration Officer, Area Secretaries, and others familiar with the decision-making, funding, and management processes, and the history of the DWO.

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[8] See Appendix A - List of Documents Examined for All Sample Programs in All Years.

Table 9

Schema for the Analysis of Congruence Between the DWO Education Policy Guidelines and the Sample Programs

				1989				
			1985					
		1981						
Division of World Outreach Education Policy	Sample Program #1	Sample Program #2	Sample Program #3	Sample Program #4	Sample Program #5			
Policy Guidelines Nos. 1 - 13 Goal # 1								
Goal # 2								
Goal # 3								
Goal # n								
Goal # 12								
Goal # 13								

Based on R. Hostrop, Managing Education for Results, Palm Springs, California; ETC Publications, 1975 in Cunningham (1982, p. 95).

Table 10

Synthesizing the Guba Model of Policy Analysis and the PPBS Model of Program Budgeting

Guba's Framework of Policy Analysis				PPBS Framework of Program Budgeting	
Policy Level	**Policy Definition**	**Policy Looks Like**		**Activity**	**Objectives**
Policy-in-intention	1. an assertion of intents or goals;	"ends"	- - -	Planning	1. Determination of policy goals and objectives
	2. a governing body's "standing decisions" by which it regulates, controls, promotes, services, and otherwise influences matters within its sphere of authority;	"rules"			2. Systematic analysis of alternative courses of action to achieve the goals and objectives
	3. a guide to discretionary action;	"guidelines"			
Policy-in-implementation	4. a strategy undertaken to solve or ameliorate a problem;	"set of tactics"	- - -	Programming	3. Assessment of preferred program alternatives a. Socio-political feasibility b. Cost-benefit(s) analyses 4. Choice of preferred program(s)
	5. sanctioned behaviour, formally through authoritative decisions, or informally through expectations and acceptance, established over (or sanctified by) time;	"expectations"		Budgeting	5. Resource allocation(s) related to planning and programming decisions in specific multi-year financial plans
	6. norms of conduct, characterized by consistency and regularity, in some action area;	"norms"			
	7. the output of the policy-making system: the cumulative effect of all actions, decisions, and behaviours of the millions of people who work in bureaucracies, [or] an analytic category;	"effects"			
Policy-in-experience	8. the impact of the policy-making and policy-implementation system as it is experienced by the client.	"encounters"	- - -	**Evaluation/ Assessment**	4. Review and modification of the program(s)

Content Analysis

A key research technique in this study was content analysis. It is

> a "research technique (used) for making replicable and valid inferences from data to their context" (Krippendorff, 1980, p. 21). . .where "a selected content analysis of. . .programme resources (is completed) to reveal regularities and patterns to inform analysis". . .(Voigts-Larson, 1989, p. 82).

The technique added rigor to the analysis of congruence between the education policy and the sample programs, and to the analysis of change in the goals and objectives of the sample programs. See Table 11 and Appendix B[9] for an example of the content analysis undertaken with the program at the United Mission to Nepal.

Sample

A primary data source was the budget data from 1981 to 1989. All data for the 175 programs were examined according to the five geographic regions--(1) Asia, (2) Southeast Asia and the Pacific, (3) Central Africa, (4) Southern Africa, and (5) Latin America and the Caribbean--their respective countries, and their sponsoring churches, regional councils, or other local organizations. Total dollar outlay for the entire period of study for each program, each sponsoring partner or agency, and each country were added. Next the programs were ranked by dollar outlay from highest to lowest according to region and country. Then choices of Formal (F) and Non-Formal (NF) education programs were made from three main regions (Asia and Africa were made into two large regions). Two programs were chosen from each country with the highest dollar outlay--India (F/NF), South Africa (F/NF), and Brazil (F/NF)--and two were chosen from each of the countries receiving middle range outlays--Nepal (F) and Philippines (NF); Zambia (F) and Mozambique (F); Nicaragua (F) and Chile (NF). Finally, the length of time of DWO support was considered.

In all, twelve programs were chosen to reflect the range and themes of DWO support, for example, ecumenical work, women, environment, human rights and peace, and theological education and analysis. The volume of data from these twelve programs, however, drove the decision to select five programs, one per region, to comprise a purposive sample[10] to represent

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[9] Appendix B - Sample of the Data Collection and Content Analysis for the Program at the United Mission to Nepal.

[10] Purposive Sampling is a method of inquiry where the intent is to learn and understand something without needing to generalize. For example, (a) extreme or deviant, (b) typical, (c) maximum variation or range, (d) critical, or (e) sensitive or politically important cases (see Guba and Lincoln, 1982b).

Table 11

Example of the Data Collection and Content Analysis for the Program at the United Mission to Nepal

CONTENT ANALYSIS DATA **PROJECT: UNITED MISSION TO NEPAL**

Policy Statement No. 1	Year 1981	Year 1985	Year 1989
The educational project in its goals and methods should be consistent with the theology and missiology of the related partner churches and with the ongoing process of dialogue with the United Church of Canada.	1: [T]. . .To minister to the needs of the people of Nepal in the Name and Spirit of Christ. [T] To make Christ known to them by word and life. [M]. . .A fundamental principle is to train the people. . . .to undertake the proper care and treatment of the sick, the prevention of disease, the education of children and adults, and the development of agriculture and industry in the service of the country and the Church. [M&T]. . .To help in strengthening the Church and its total ministry. 1e (b): [M] Purpose of education work of UMN: to minister. . .in such a way that the people will be equipped with knowledge, abilities, skills, and character of self-respect, respect for the environment, self-competence, and leadership which will give them the opportunity to express their potential in and for the society in which they live. This work will be done in ways which demonstrate our Christian concern for all mankind, particularly the underprivileged. 2: [M&T] Formal education: national and local levels - primary, lower secondary, secondary, teacher training institutions; vocational, technical, specific and general education appropriate to culture and society consistent with Christian faith.	3: A: [T]. . .To minister to the needs of the people. . .in the Name and Spirit of Christ, and to make Christ known by word and life, thereby strengthening the universal church in its total ministry. B: [M]. . .in so doing, [the] purpose of the United Mission to undertake the proper care and treatment of the sick, the prevention of disease, the education of children and adults, the development of agriculture and industry, and such other activities as are conducive to the fulfilment of the purpose of the United Mission. C: [M]. . .a fundamental principle is. . .to train the people of Nepal in professional skills and in leadership.	Not applicable. [Commentary: Process of dialogue with DWO has to be deduced from documentation possessed by the DWO and by Area Secretary reports of annual meetings etc. from visits undertaken from time to time.]

T - Theological Statement. M - Missiological Statement. M&T - Missiological and Theological Statement.

the range and kinds of programs supported by the DWO. Language, unfortunately, discounted some Spanish and Portuguese programs in Latin America. Finally, total dollar disbursements for each of the five programs in each of 1981, 1985, and 1989 were assembled.[11]

The five programs are listed below in the order they were examined in the study:

1. Southeast Asia and the Pacific Islands: Nepal - United Mission to Nepal, 1981-1989.
2. East Asia: Philippines - United Church of Christ in the Philippines, 1981-1989.
3. East and Central Africa: Zambia - Christian Council of Zambia, 1981-1989.
4. Southern Africa: South Africa - Environmental Development Association, 1981-1989.
5. Caribbean and Latin America: Jamaica - SISTREN, 1986-1989.

Most of the sample programs selected had been with the DWO since 1981, which helped the analysis of change over the years. The one post-1984 program--SISTREN--helped give an indication of the shifting priorities and emphases of the new policy.

Other Data Sources

Another major source of information for the study was people closely associated with the Division of World Outreach. An interview protocol,[12] designed to gather information on the general context of the DWO, its general orientation, mandate, and practices, its education policy and practice, and its budget policy and practice was used to interview the General Secretary, four of the five Area Secretaries, the previous General Secretary, and a former missionary turned advisor of the DWO. The present and past General Secretaries were asked a few additional questions. The Finance and Administration Officer was interviewed separately without the protocol to clarify budget policy and practice.

Finally, other sources of data referred to included (1) general policy material (i.e., the mandate) of the DWO; (2) background material to the 1984 education policy, including the Education Taskforce Report, its Terms of Reference, and minutes; (3) material on the theological, missiological, and "partnership" orientations; and (4) other special materials of interest.

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[11] See Appendix C - Tables of Monetary Disbursements Made to Programs and Projects in Each of the Sample Program Areas - 1981, 1985,1989

[12] See Appendix D - Questions of the Interview Protocol.

Chapter 3

Data Analysis and Findings

Introduction

The data analysis and findings are divided into (1) a qualitative analysis of the documentation from each of the sample programs vis-a-vis the guidelines of the education policy of the DWO, (2) a quantitative analysis of the sample program documentation, (3) a qualitative analysis of the Budget Policy, and (4) a quantitative analysis of the budget data from the sample programs. The primary focus of the analysis was the range, scope, emphases, and trends of interpretation and application of the education policy guidelines by both the DWO and its partners. The secondary focus was the application of the budget policy by the DWO.

Before presenting the data, certain assumptions, issues, and pragmatic matters must be clear. First, as documentation was available for all years in question, and since the persons responsible for specific program areas regularly visited program sites to discuss activities and issues, it was assumed the DWO and its partners were engaged in an on-going process of dialogue and generally agreed in principle to policy guideline #1 - *The educational project in its goals and methods should be consistent with the theology and missiology of the related partner churches and with the ongoing process of dialogue with the United Church of Canada.*

Second, it was important in this analysis to distinguish theological (philosophical) goals from missiological (pragmatic) goals, the former being distinct though not necessarily separate from the latter, and the latter naturally arising from the former. Recall the sample statements from the United Mission to Nepal in Table 11 (p. 37):

> (1) A theological statement: . . .To minister to the needs of the people. . .in the Name and Spirit of Christ, and to make Christ known by word and life, thereby strengthening the universal church in its total ministry. (See Appendix IV: Content Analysis Data: United Mission to Nepal: 1985: Document 3: A: [T - theological]).
> (2) A missiological statement: . . .in so doing, [the] purpose of the United Mission is to undertake the proper care and treatment of the sick, the prevention of disease, the education of children and adults, the development of agriculture and industry, and such other activities as are conducive to the fulfilment of the purpose. . . . (See Appendix IV: Content Analysis Data: United Mission to Nepal: 1985: Document 3: B: [M - missiological]).

(3) A joint theological/missiological statement: Formal education: national and local levels - primary, lower secondary, teacher training institutions; vocational, technical, specific and general education appropriate to culture and society consistent with the Christian faith (emphasis added to show the theological connotation). (See Appendix IV: Content Analysis Data: United Mission to Nepal: 1985: Document 3: 1981: 2: [M&T]).

Third, it was assumed that all the programs discussed had an educational orientation, regardless of formal, non-formal, or community development orientation in their local, regional, national, or international contexts.

Finally, as the education policy guidelines were introduced in Table 1 (p. 2), it was pragmatic for brevity of presentation to reduce each one to its essence:

1. Theology/Missiology.
2. Consultation and Cooperation.
3. Community & institution interaction: Community members on board/and use of facilities.
4. Awareness - justice, peace, and preservation of culture.
5. Responsible social activity and global outlook.
6. Job market and personal fulfilment; Critical judgement and evaluation.
7. Service to cross-section of society and motivation to work in the wider community.
8. Multilateral rather than bilateral relationships in overseas assistance.
9. Realistic goals and self-reliance.
10. Free of foreign control; Indigenous personnel and staff development.
11. "Witness" Missionaries.[13]
12. Consultation and guidelines in the selection of missionaries.
13. New forms of education.

Qualitative Analysis of the Documentation of the Sample Programs vis-a-vis The Division of World Outreach Education Policy Guidelines

The qualitative, content analysis of the sample documentation examined statements about themes, guidelines, activities, organizational matters, etc. and arranged those statements from each sample program interpreted to fall within the appropriate range of meaning of the policy guidelines according to the framework seen in Table 10 (p. 35). Table 11 (p.37) was an illustration of this arrangement. The data are presented in the following program order, United

[13] "Witness" missionaries refers to those who see their work as a way to "witness" for Christ and live as Christians, which means actively living out a Christian life of service to fellow men and women with a special emphasis on service to the less fortunate and able.

Mission to Nepal, United Church of Christ in the Philippines, Christian Council of Zambia, Environmental Development Agency (South Africa), and Sistren (Jamaica). The material discussed briefly summarizes relevant data for each policy guideline in each sample program case.

Sample Program - The United Mission to Nepal

1. Theology/Missiology.

Despite the nuances in the theological, missiological, and joint theological/missiological statements described above, the emphasis and frequency of theological statements declined to nil by 1989. The decline was one effect of the contract between the UMN and His Majesty's Government of Nepal (HMG/N), which, renewed in 1989, historically forbade proselytizing: all UMN work was to be strictly pragmatic and subject to the government's discretion. In these conditions, the UMN expected to "make Christ known. . .by word and life" through Christian "witness" and exemplary living. It also appears that under these conditions there was an implicit understanding between the UMN and the DWO about the absence of theological statements, and the consequent emphasis on missiological statements.

2. Consultation and Cooperation

Consultation and cooperation with appropriate government ministries occurs in all UMN endeavours, as with the Ministry of Education with national and local primary, lower secondary, and secondary schools, and with teacher training, vocational, technical, and non-formal education institutions. There were also consultations with local schools for the secondment of UMN members as teachers, principals, and other staff.

The only Christian institution of learning in Nepal is the UMN mission in Katmandu, which serves primarily UMN staff members.

3. Community and institution interaction: Community members on board/and use of facilities.

Educational institution and community interaction was prevalent in both formal and non-formal settings, as with the technical schools and short course programs for skill upgrading of local farmers, blacksmiths, carpenters, etc., and with the Maternal child and Ante-natal clinics, and tutorial services for children.

Neither indigenous representation on the UMN Board, nor indigenous use of the UMN (Katmandu) facilities were evident; only the use of local institutions, which were often UMN built, was. The gradual shift to Nepalization (by 1989), however, increased Nepalese administration of,

and presence on the boards of, more and more local institutions.[14] Thus, the UMN slowly shifted its emphasis to teacher and administrator support, enabling itself to move on to other tasks.

4. Awareness - justice, peace, and preservation of culture.

Programs to raise awareness and develop skills were present in 1981, 1985, and 1989. There was a focus on technical skill development and a technological orientation to the liberation of society and justice and peace. This was exemplified by the (1989) UMN aim "to encourage growth and industry and stimulate industrial leadership. . .in the whole country by training, service, advice, investment, example."

While scheduled castes and tribes, women and girls, the remote, the poor, and the underprivileged received attention, justice and peace and the preservation of national culture were not issues.

5. Responsible social activity and global outlook.

The following states the aim of UMN educational activities:

> A fundamental principle is to train the people. . .to undertake the proper care and treatment of the sick, the prevention of disease, the education of children and adults, and the development of agriculture and industry in the service of the country and the Church. (Appendix IV: Content Analysis: B5: A: M.)

The statement shows a strong sense for responsible social activity, which was achieved through the emphasis on professional skill and character development, and leadership training, all evident in 1981, 1985, and 1989. A global outlook, however, was limited to a focus on national development of Nepal.

6. Job market and personal fulfilment: Critical judgement and evaluation.

Students were prepared largely for the job market--technical schools were emphasized--and personal fulfilment. Critical judgement of the problems of society was hampered (forbidden) by the HMG/N contract. Evidence of self-evaluation appeared only in 1989, but it was likely an on-going activity as all projects were planned in conjunction with the government.

7. Service to cross-section of society and motivation to work in the wider community.

Evidence from all years showed a cross-section of society was served, from primary, lower secondary, and secondary schools to vocational and technical schools and teachers' colleges, from scheduled castes and tribes to remote area people, the underprivileged, and minority social groups.

That students gave back to their communities was illustrated by the many graduates who

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[14] Nepalization took long to root. 1981 documents show the UMN administration dragging on the issue. Not until 1989 did there appear to be a firm UMN policy commitment.

taught in the schools or worked in the communities from which they came.

8. Multilateral rather than bilateral relationships in overseas assistance.

The UMN has broad multilateral support from 18 countries, 46 member mission agencies, and over 300 expatriate mission staff.

9. Realistic goals and self-reliance.[15]

Policies of Nepalization and Asianization promoting Nepalese staff and Asian mission members to responsible and leadership positions were aimed at self-reliance. For example, the Nepalese director of the Language Activities and Resource Centre where Nepali is taught made the Centre self-sustaining by contracting out services, especially to the UMN. Other regional schools and institutions were also affected by the policies.

Realistic goals of self-reliance are necessarily tied to finances. However, here the government subsidizes schools not already subsidized by the UMN, so the issue is less severe.

10. Free of foreign control; Indigenous personnel and staff development.

Member missions as the DWO fund the UMN. Expatriate staff control and administer the UMN headquarters in Katmandu and are accountable to the HMG/N contract and to the UMN council of member missions. Most support staff at UMN Headquarters are Nepalese. Most expatriate staff work at local and regional UMN affiliated schools, colleges, etc. where administration and control is often in the hands of the UMN. However, when technically, financially, and administratively feasible, projects are turned over to the Nepalese.

In-service staff development was evident, first, to enhance the service of expatriate staff and, second, to train Nepalese to work professionally, assume leadership roles, and eventually "replac[e]. . .foreign counterparts" (1989).

11. "Witness" Missionaries.

The General Agreement with HMG/N of 1975 limited the UMN and its members to the achievement of the objectives of the projects to which they were assigned. Specifically, they. . ."shall not engage in any proselytizing and political activities, which are outside the scope of their assigned work." Within this technical definition of missionary work, UMN staff were advised to

> . . .minister as missionaries, to make Christ known - not as proselytizers, but by word and deed in home and church, by teaching, sharing, witnessing. . .in ways

[15] Note: the part of the policy guideline that states "projects accepted for funding should be for specific purposes and within a definite time frame" was interpreted as the orientation the DWO would take when funding decisions were made. Thus, this part of the guideline did not directly affect the analysis.

which demonstrate our Christian concern for all mankind, particularly the underprivileged" (1981).

12. Consultation and guidelines in the selection of missionaries.

The UMN has guidelines and procedures for missionary appointments and the DWO, through consultation, matches its own to them.

13. New forms of education.

Scholarship programs and a Student Financial Assistance Fund emphasized assistance to those, such as rural and underprivileged students and girls, who would not ordinarily have formal education.

Non-formal education became a major tool for community development beyond literacy and numeracy and received ever increasing support. The UMN program grew with government assistance to encompass the development of resources, materials, and skills appropriate for youths and adults, consultations for other UMN projects (1981) in agriculture, health, and cottage industries (1985), and district-wide programs involving the government and other NGOs (1989).

Rural Youth Training Programs (1981), Education for the Blind (1981), short courses for skill upgrading of carpenters, blacksmiths, and farmers (1985), children's tutoring (1989), and video and film production (1989) were other new programs.

Summary

Two main factors affect the application of the DWO education policy at the UMN in Nepal. First, the UMN is a large and the only Christian ecumenical mission in Nepal, and second, the UMN operates under a restrictive contract with the King of Nepal which allows general education but forbids activities as proselytizing, theological education, political awareness raising and action. Thus, the UMN is the de facto recipient of any DWO assistance, and the UMN's work is decidedly practical and technical, with a technological perspective on the enhancement of quality of life (guideline #1). The DWO accepts these conditions with reservations, using its influence, as the application of the education policy, to affect change.

The application of the education policy had mixed results. There was consultation and cooperation (guideline #2) with the government and with local and regional schools. But as much work was still in the formal education sector, interaction with the community (#3) was minimal, with no community involvement on the UMN board and little use of UMN facilities. The non-formal sector, however, had greater consultation, cooperation, and interaction with the communities, though there was no evidence of Nepalese on boards and use of UMN facilities.

Awareness raising (#4) focused largely on technical skill and character development, but the focus on justice and peace, and the preservation of culture was forbidden. A similar situation met guidelines #5 and #6, where responsible social activity was strongly emphasized while the global outlook was limited to the national development of Nepal, and where job market and personal fulfilment were emphasized while critical judgement and evaluation of the problems of society were ignored. The relationship with the government and the UMN member council ensured self-evaluation (#6), though the UMN was slow in implementing changes.

Multilateral support (#8) was evident.

Realistic goals (#9) were the norm as work in both formal and non-formal sectors was conducted with the government. However, as monies were largely guaranteed by UMN member missions or the government, and as the UMN was reluctant to change its strong presence in Nepal, the self-reliance (#9) policies of Nepalization and Asianization were haltingly developed and applied. Their benefits, however, were obvious and they were more rigorously pursued with greater staff development (#10) by 1989.

Missionaries were appointed to the UMN according to their policy guidelines (#12) with the DWO acting in concert with them. However, the restrictive nature of the Nepalese government's contract was a likely precedent to guideline #12, which encouraged missionaries to be Christian witnesses through word and deed despite restrictions.

While guideline #13 emphasizes new forms of education, its presence is to ensure the shift from formal institutional support to more non-formal education and community development programming and thus to assist and empower rural, underprivileged, marginalized, and outcast groups in society. The guideline was actively applied to the UMN by the DWO to influence a decrease in funding for formal education programs and increase it for non-formal programs.

On the whole, despite mixed results in the application of the education policy, there were positive signs of change at the UMN, particularly increased nepalization and non-formal education programming between 1985 and 1989. These changes appear to be tied to the influence of the DWO education policy. Overall, the DWO appeared satisfied with various changes and continued its support.

Sample Program - The United Church of Christ in the Philippines

1. Theology/Missiology.

The theological focus of the United Church of Christ in the Philippines (UCCP) in 1981 was

to advance the dignity and well-being of all peoples. The missiological emphasis then was on Human Rights through education, organization within the Church and with external partners, and advocacy and international linkages. By 1989 these emphases included the theology of struggle,

> a covenant relationship that seeks the reordering of relationships, has a common vision and common critical analysis, recognizes the personal and Church's complicity, confronts sin in economic structures and self, and the denial of basic human rights. . . ." (Principles of Partnership, UCCP, 1989; Content Analysis: Document 1989-3: Partnership in Mission).

Thus, efforts were focused on participation by the people, solidarity with the poor, sustainability, and liberation. In 1985, evangelical mission and support to frontier areas, particularly to tribal peoples, to proclaim the Gospel, plant churches, and develop social, ethical, and spiritual consciousness were aimed at offsetting government and private exploitation of these areas. In 1989, emphasis was added to strengthening educational materials, programs, and organizations.

2. Consultation and Cooperation.

With the emphasis on Human Rights and political work from 1981 through to 1989, most consultation and cooperation was with like-minded protestant, ecumenical, and secular groups as PROPEL (Protestants Oppose Presidential Election - 1981, 1985)) and People's MIND (Movement for Independence, Nationalism, and Democracy - 1981). There was also consultation and cooperation with the entire membership of the UCCP on Human Rights education (1981, 1985), with institutions of learning as CREATE-UCCP, an umbrella for 18 schools and colleges, and with the Christian Education and Nurture Program (1989).

3. Community and institution interaction: Community members on board/and use of facilities.

There was interaction in both formal settings--with Kamalayan in 1981 and CREATE-UCCP in 1989--and non-formal settings--with various ecumenical groups in 1981 and 1985 and the UCCP membership in 1985. Community membership on boards, however, was lacking as UCCP focused on affiliations with other coalitions and organizations. Community use of facilities was also not evident.

4. Awareness: justice, peace, and preservation of culture.

Raising awareness about issues of social justice, peace, and the liberation of society was the principal focus of the Human Rights work in both formal and non-formal sectors in all years. The preservation of national culture focus in 1989 emphasized Filipino history, context, heroes, etc.

5. Responsible social activity and global outlook.

The Human Rights work had definite goals of preparing students for responsible social activity with a global outlook. The Nuclear-Free Philippines Coalition (1981), work with tribals and Muslims at mission sites (1985), linkages with groups in Australia, Canada, Japan, England, USA, Holland, Sweden, etc., and the Framework of Partnership with international bodies, which emphasized social responsibility and global outlook, were all supporting evidence.

6. Job market and personal fulfilment; Critical judgement and evaluation.

Job fulfilment was not a focus. Personal fulfilment within the context of Christian education was to a degree, particularly in 1989 when there was a new biblico-theological, socio-historical emphasis. The primary focus from 1981 to 1989, however, was on critical judgement of and action on the problems of society affecting the rights of people.

Efforts by the UCCP to improve relations with its local churches and their membership, since they did not readily identify with human rights issues, was evidence of self-evaluation.

7. Service to cross-section of society and motivation to work in the wider community.

The UCCP Human Rights program addressed all sectors of Philippine society, lay people, professionals, farmers, labourers, minorities, women, urban poor, fisherman, students, teachers, and others, serving the wider community through conscientization, organization, and mobilization of the people. Students had to encounter the broad objectives of the program. Other UCCP mission work focused on tribals and muslims in remote areas under development.

8. Multilateral rather than bilateral overseas relationships in overseas assistance.

The UCCP has broad multilateral support from linkages with Australia, Canada, England, Holland, Japan, Sweden, and the United States.

9. Realistic goals and self-reliance.

Much programming was well planned, with the expectation (hope) that funding would come from multilateral sources. The Human Rights campaign appeared realistically planned through consultations about its objectives, methodologies, organizational and operational plans, phases of education, research and documentation, the problem of making the issues palatable to the membership in local churches, and how the campaign would unfold.

Elsewhere, the UCCP evangelical mission to frontier areas aimed to build self-reliant, self-governing, and self-propagating churches.

10. Free of foreign control; Indigenous personnel and staff development.

Indigenous people control and operate the UCCP but significant funding comes from foreign

sources. There was, however, no evidence of foreign control of what and how things got done. Staff development received little attention, apart from a training program for lay and pastoral persons, until the 1989 discussions about personnel development and management.

11. "Witness" missionaries.

Although partnerships with "fraternal workers" had a long history (1981 and 1985), the Principles of Partnership, called Mutuality in Mission, were developed in 1989 to emphasize equality, mutuality, solidarity, unity and a common understanding of faith and mission.

12. Consultation and guidelines in the selection of missionaries.

The Principles of Partnership (1989) guide missionary appointments at UCCP. The DWO works within that framework.

13. New forms of education.

Human Rights education was the main new form of education. It focused on farmers, labourers, minorities, urban poor (1981) and on the local churches and tried to engage the "entire membership of UCCP. . .in the Human Rights ministry" (1985). A national Human Rights network and international linkages were built.

A theological education program called Kamalayan (1981) trained Church workers in areas where there was suffering in order to develop the experience and skills of these workers and enrich the church ministry. Other education work involved tribal groups in frontier areas affected by modernization.

Summary

The UCCP is a prototypical model for the education policy with its human rights focus emphasizing the theology of struggle, participation, solidarity with the poor, sustainability, and liberation, and its evangelical focus on tribal and muslim groups in the frontier areas affected by modernization. These emphases readily suit the theological and missiological scope of guideline #1, and the new forms of education focus of guideline #13, and are, therefore, readily supported by the DWO.

UCCP programming addresses most elements of the DWO guidelines. There was strong consultation and cooperation (#2) with like-minded groups nationally and internationally; and good interaction with communities (#3), although membership on boards, use of UCCP facilities, and local Church member identification with the human rights program needed strengthening. Awareness raising, justice, peace, and the preservation of culture (#4), responsible social activity and a global outlook (#5), critical judgement and evaluation of the problems of society (#6),

service to cross-section of society (#7), and realistic goals (#9) were all emphasized well. Despite considerable multilateral monetary support, the UCCP is indigenously controlled (#10).

While job market and personal fulfilment (#6) and self-reliance (#9) were not emphasized, an openness to self-evaluation (#6) was exemplified by efforts to address the lack of membership involvement in the human rights program (1985), and the lack of staff development (1989).

As for guidelines #11 and #12, the UCCP had a strong sense of its relationship with missionaries, particularly after the development of its Principles of Partnership.

Overall, nearly all elements of the DWO education policy were addressed by the UCCP. Thus, this prototypical model enjoys continued DWO support.

Sample Program - The Christian Council of Zambia.

1. Theology/Missiology.

The theological focus of the Christian Council of Zambia (CCZ) in 1981 was on Christian women working together with their God-given talents to create an ecumenical, caring community. Missiologically, this translated into helping women who were school leavers, prostitutes, and largely rural based to enhance their health and standard of living. To these ends, women's centres were set up in various regions of the country (1981, 1985). Programming expanded in 1985 to include youth, university chaplains, refugees, theological education, teacher training and agricultural colleges, and evangelism. As well, leadership workshops at the national level on issues such as fertility, racism, sexism, and classism were held.

In 1989, a structural reorganization resulted from an evaluation of the CCZ mission. The re-organization included new committees on personnel, social justice, fund raising, information, research and evaluation. Program changes involved: church development in chaplaincy and theological and lay education; social development in women, youth, refugees, emergency services, small enterprises, agriculture, health and community development; education development in strengthening primary, secondary, and teachers' college education; research and evaluation; and christian development in helping churches to learn to translate faith into action.

2. Consultation and cooperation.

A stated aim in 1981 was to "promote cooperation and fellowship between Christian Churches and (other Christian women's) organizations, and the people of Zambia". This aim presumed consultation and cooperation and an inter-denominational executive and structure, as in the work with women's centres, with youth, and with the chaplaincy programs at the universities (1985).

The 1989 evaluation focused consultation and cooperation efforts on getting the leadership of the denominational churches to own the Christian Council of Zambia and its programs and to link the programs with the concerns of member churches and indigenous needs. Previously, programming had focused on the requirements of international groups and not local needs.[16]

3. Community and institution interaction: Community members on board/and use of facilities.

Community interaction (and use of facilities) were present at the ecumenical projects of the women's centres in Kuanda, Kitwe, and Chipata, at the school leaver's program, and at the proposed vocational training program (1985). Other evidence included the set up of a teachers' training college, the appointment of a chaplain at the university, and the development of religious education (1989). There was no evidence of local community members on boards.

As with consultation and cooperation, a serious issue here was how real and deep was the community interaction: the 1989 evaluation had found this lacking.

4. Awareness: justice, peace, and preservation of culture.

The CCZ programming is largely non-formal and focused on women and youth. Awareness raising was evident in all years with self-confidence and employable skills emphasized. Though relief efforts for refugees, health care, literacy, and leadership were among other program themes, justice and peace were not, and the 1989 evaluation noted the relative silence on issues of relief efforts, the plight of the underprivileged, and human rights.

5. Responsible social activity and global outlook.

Ecumenical work on problems such as school leaving, prostitution, health care, etc. was evidence of responsible social activity (1981, 1985), as were the national consultations on issues of fertility, sexism, racism, etc. (1985). However, a global outlook appeared to be present only in the Angolan refugee work with the United Nations High Commission on Refugees (UNHCR).

The 1989 evaluation recommended restructuring and refocusing efforts in this area.

6. Job market and personal fulfilment; Critical judgement and evaluation.

The main aims of the CCZ educational programming were personal fulfilment, self-esteem,

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[16] Documents from organizations supported by the DWO may say that consultation and cooperation with constituents is the case. Sometimes this is not true and may come to light if the organization is honest about the issue. Otherwise, site visits by Area Secretaries or evaluators or researchers may reveal the truth. The partner's role is to do as they decide, democratically or otherwise. The DWO's role is to raise concerns and influence situations as best as possible.

and skill enhancement among women and youth. A job market focus logically followed. Critical judgement of the problems of society was evident but only at the national level consultations on sexism, classism, racism, etc. Self-evaluation was present in 1985 with the development of new programs in chaplaincy, health care, and others, but was more strongly present in 1989 with the overall evaluation of the CCZ organization and programs.

7. Service to cross-section of society and motivation to work in the wider community.

The prime objective of the CCZ women's programs was to reach women in all sectors of society. Other programming addressed youth, university students, and refugees from Angola. To the extent that students served at the women's centres, in youth work, in university chaplaincies, or in emergency relief and refugee work, they served the wider community; however, there was no documented evidence of such activities.

8. Multilateral rather than bilateral relationships in overseas assistance.

How broad multilateral support for the CCZ was was not clear in the documentation: support from the DWO and UNHCR was the only clear evidence of any multilateral support.

9. Realistic goals and self-reliance.

Evidence was not clear as to whether the CCZ plans its programs for women, youth, and university students realistically. The 1989 evaluation suggested that operations and programs could be more effective and efficient.

10. Free from foreign control; Indigenous personnel and staff development.

An indigenous inter-denominational executive committee controls the CCZ. While staff development programs involved teacher training colleges and some religious education in 1985, a greater focus on continuing education in theological education and leadership and management skills for both clergy and laity, and the establishment of a training unit for personnel development was encouraged in 1989.

11. "Witness" missionaries.

While it is likely missionaries have served with the CCZ, none of the sample documents shed any light on the kind or style of missionary service at the CCZ.

12. Consultation and guidelines in the selection of missionaries.

While missionaries have been appointed to CCZ, documents did not show any operating framework for the CCZ.

13. New forms of education.

Women's centres were the main new form of education. They served as vehicles for

women's issues as school leaving, prostitution, rural women, health, and living standards, as well as the development of economic, agricultural, and cultural skills. Other new work involved youth programs, refugee work, theological and religious education, and the development of chaplaincies at universities.

Summary

The CCZ's ecumenical approach and its focus on women, youth, and university students, on refugees, theological education, and teacher training and agricultural colleges, on economic, agricultural, and cultural skills, on theological and religious education, and on issues of racism, sexism, and classism addressed guidelines #1 and #13 and appealed to the DWO's sense of preferred direction.

However, while there was consultation and cooperation (#2) and interaction with the community (#3), there were problems of international rather than community needs being addressed, of no local community members on boards, and little ownership of the programs by the church leadership. While awareness raising (#4) was a primary focus, there was silence on issues of justice, peace, and the preservation of culture. While there was responsible social activity (#5), there was a lack of a global focus. While there was likely a focus on the job market and personal fulfilment (#6), there was no critical judgement and evaluation of the problems of society. While a cross-section of society was served (#7), there was little evidence of the motivation of clients to work in the wider community. While there was indigenous control of the CCZ (#10), staff development was really only addressed after the 1989 evaluation.

Realistic goals and self-reliance (#9) were also no clearly evident, and the 1989 evaluation encouraged much greater effectiveness here. As a church organization, guidelines #11 and #12 should have been addressed by the CCZ, but there was no available evidence of this. Multilateral support (#8) was unclear.

In sum, many elements of the DWO education policy were addressed by the CCZ's programming, particularly the work on women and youth. Therefore, DWO support seemed justified. However, much was evidently lacking and the much mentioned 1989 evaluation was the result of some DWO influence.[17]

[17] Documents from other years showed an active DWO involvement in an evaluation process, a rather unusual but positive event. It was likely that the DWO was invited to participate in the process.

Sample Program - The Environmental Development Agency (South Africa)

1. Theology/Missiology.

The Environmental Development Agency (EDA), a non-church organization, receives DWO funds through the intermediary of the South African Council of Churches (SACC). While the EDA's focus on the development of the quality of life of the rural, poor, and black community is not theologically nor missiologically based, it is implicitly congruent with the missiological (pragmatic) goals of the SACC and, by extension, of the DWO.

The EDA's goals were not well defined in 1981, though efforts were directed at rural agriculture, gardening, water supply, education, and health, as well as books on community development and black history, a resource centre, and the use of popular theatre to communicate and discuss issues.

A clearer rural development focus emerged by 1985, with programs organized around food, water, health, agriculture, youth, women, farm centres, etc. beginning in Matatiele, Herschel, Transvaal, and Bockum. That year a direct contract with the DWO promoted community projects for women through training, documentation, and publishing. As well, a funding agency's review of the EDA's work led to the following working principles:

> (1) focus on non-racial, democratic forms of organization; (2) on rural problems; (3) on the poorest; (4) on equality and self-reliance; (5) on environmental soundness; (6) on women; (7) on the promotion of challenges to oppressive structures; (8) on the village level and to raise awareness; (9) on practical activities and expressed needs of locals; (10) on interest groups and voluntary participation; (11) on links with local organizations, regionally, nationally; (12) disseminate information, critique structures and forces of control (Content Analysis: Environmental Development Agency, 1985: Document 1985-2: NOVIB Evaluation).

Work on rural projects continued in 1989 with new sites in Hammarskraal, Zangoma, and Orangefontein.

2. Consultation and cooperation.

Consultation and cooperation with the community were central to the EDA's work. To this end, resident or travelling fieldworkers worked with the local people at each rural project site, with the only real nuance being a clarified and enhanced role for the fieldworkers after the 1985 evaluation.

3. Community and institution interaction: Community members on board/and use of facilities.

The EDA interacts with the community regularly. Although there was little evidence for

1981, 1985 reports describe a process of engaging the communities in the community development projects. The independent evaluation in 1989 by the Community Development Resources Association (CDRA), a South African NGO, reaffirmed this interaction, particularly that between the fieldworkers and the communities.

Neither local community representation on the board of the EDA nor local community use of the EDA facilities was evident.

4. Awareness: justice, peace, and preservation of culture.

While the 1985 working principles addressed justice and peace, the EDA emphasized the theme that once people gain control of the levers affecting their quality of life, justice and peace would ensue. However, the 1989 CDRA stated in its critical evaluation of EDA that there was "little evidence of consciousness raising, [but rather evidence of] dependency, [and] a lack of critical consciousness, and organizational consciousness". The EDA was not doing what it said it did.[18]

The preservation of national culture was enhanced by translating materials into local dialects, but documented evidence of this activity was not present after 1981.

5. Responsible social activity and global outlook.

The training of staff and client groups in health, education, agriculture, water, etc. points to responsible social activity. With work focused only on specific project sites, a global perspective was lacking, except where foreign funding was concerned.

6. Job market and personal fulfilment; Critical judgement and evaluation.

Neither the job market nor the critical judgement of the problems of society were the focus of the EDA work; rather it was on small, appropriate technologies and cottage industries for community development and an enhanced quality of life. Self-evaluation was present with the 1985 evaluation, which emphasized principles of democratic organization and critical evaluation, and the 1989 evaluation, which emphasized more staff training.

7. Service to cross-section of society and motivation to work in the wider community.

The EDA focus on women, youth, and local farmers in rural villages, and on democratic organization and control, attempted to reach many sectors of rural society and thus motivate village members to work for the benefit of the broader community. Reports that village members actively worked for the benefit of the broader community were not present in the evidence.

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[18] This crucial problem will be dealt with later in this study.

8. Multilateral rather than bilateral relationships in overseas assistance.

The only evidence of multilateral support was that of the DWO, NOVIB, a consortium of European organizations based in London, England (sponsor of the 1985 review), and the South African Council of Churches in Johannesburg.

9. Realistic goals and self-reliance.

Seed ordering, fencing programs, farm cooperatives, health care, water supply, food and agriculture education and other small scale operations were seen by the EDA as realistic activities to help rural people achieve more control and self-reliance and enhance their quality of life. Unfortunately, the EDA was underachieving.

10. Free from foreign control: Indigenous personnel and staff development.

The EDA executive committee was comprised of indigenous black and white staff members. Foreign financing had a measure of control on the EDA as it was regulated by contractual agreements required by South African law. Concerns for staff development were raised in 1981 when new staff joined the EDA, but the issue was not really addressed until after the 1989 CDRA evaluation when a commitment was made to staff training in organizational skills, meeting skills, team building skills, conflict management, etc.

11. "Witness" missionaries.

South African law appears to disallow missionary workers in the country. It is unclear whether the EDA, a non-church organization, would accept missionaries.

12. Consultation and guidelines in the selection of missionaries.

Not applicable.

13. New forms of education.

Seed exchanges, stove, toilet, and fence building, roofing projects, and loan programs, as well as broader village health, sanitation, agriculture, and education programs were the main new forms of education and the vehicles of community development. Noteworthy was a farm centre and an association of local farmers who shared in a loan and seeding program and the community use of a tractor (1985). Activities such as these were present in all years of the study, but were more clearly focused after 1981.

Summary

Although the EDA program was not theologically nor missiologically based, it was implicitly congruent with, accepted, and encouraged by the DWO (guideline #1), particularly because of its focus on community development programming (guideline #13).

Elements of the DWO education policy the EDA addressed included consultation and cooperation (#2) and interaction with the community (#3), which were central to the fieldworkers work with local communities. Awareness, justice and peace (#4) were addressed by the emphasis on taking control of activities affecting quality of life. Responsible social activity (#5) was encouraged. A cross-section of society was addressed (#7) with realistic goals aimed at self-reliance (#9). There was indigenous control (#10) and some multilateral support (#8).

Several elements of the education policy though were also not addressed. The lack of community members on the EDA board and use of EDA facilities (#2) was partly because most projects were in the field. Activities to preserve culture (#4) were present in 1981 but did not appear after that. There was a local focus rather than a global outlook (#5). Neither the job market and personal fulfilment, and critical judgement and evaluation of the problems of society (#6), nor a motivation to work in the wider community (#7) were addressed. The missionary guidelines, #11 and #12, were not applicable.

Despite several drawbacks in the EDA's activities relating to the education policy, the EDA's central focus on community development, the strong presence of self-evaluation (1985 and 1989; guideline #6) and a willingness to change, likely encouraged the DWO to maintain its support of the EDA, particularly since it was keenly interested in the EDA's work with women.

Sample Program - Sistren (Jamaica)

1. Theology/Missiology.

Sistren is another non-Church organization whose goals are neither theologically nor missiologically based but implicitly accepted as congruent with those of the DWO. A women's cooperative, Sistren uses theatre-in-education/drama-in-education to promote awareness and action about issues of domestic violence, teenage parenthood, women and empowerment, group building, leadership, etc. among women's, community, and youth groups throughout the Caribbean.

2. Consultation and cooperation.

Tours by Sistren of Belize in 1985 and of the southern Caribbean islands and northern coastal countries of South America in 1989 strongly suggest consultation and cooperation with client groups. One problem though was the quality of consultation and cooperation, which will be discussed later.

3. Community and institution interaction: Community members on Board/and use of facilities.

Community audiences "engaged" by Sistren members in discussions of issues at the theatre/drama events and workshops were reported in both 1985 and 1989. But there was no evidence of local people on a board nor of community use of Sistren's facilities (a house).

4. Awareness raising: justice, peace, and preservation of culture.

Through theatre/drama-in-education Sistren uses cultural mores to express problems and possible solutions, and raise awareness among women about their condition in Jamaican and Caribbean society. Unfortunately, that raising awareness leads to justice and peace is tenuous and will be discussed later.

5. Responsible social activity and global outlook.

By raising awareness, Sistren seeks to promote responsible social activity and a global outlook; audiences come to see the issues and their similarity around the Caribbean. Sistren's work throughout the Caribbean, in Belize in 1985, and the southern Caribbean islands in 1989, could be considered work with a global outlook.

However, as with justice and peace, the necessary but insufficient link between raising awareness and responsible social activity and a global outlook is also a tenuous.

6. Job market and personal fulfilment; Critical judgement and evaluation.

One goal of Sistren's work is personal fulfilment for women after their critical awareness has been raised by the analysis and commentary on the position of women in Caribbean society in the performances/workshops. As to access to the job market, there was no evidence about this present in the documentation.

Self-evaluation is a conscious act with Sistren: every performance, workshop, and tour is evaluated by its members.

7. Service to cross-section of society and motivation to work in the wider community.

Performances/workshops are aimed largely at women but also at a broad cross-section of society. Whether the client audiences were motivated to serve the wider community was not evident.

8. Multilateral rather than bilateral relationships in overseas assistance.

Multilateral support was not evident in the relevant documents of this study, but material from other years showed that a Canadian consortium including the DWO and the Canadian International Development Agency was assessing increased funding to Sistren.

9. Realistic goals and self-reliance.

Despite monies from other sources, bread and T-shirts were made and sold at workshops and performances to increase Sistren's self-sufficiency.

10. Free from foreign control; Indigenous personnel and staff development.

All staff of Sistren are indigenous and control the cooperative. Foreign funding has a measure of control on what Sistren is able to do. As on-going assessments of effectiveness was a conscious activity of Sistren, so was continuous staff development. For example, Sistren's management and organizational skills were enhanced when a member spent a summer studying in England.

11. "Witness" missionaries.

Evidence does not show whether Sistren would be open to working with missionaries.

12. Consultation and guidelines in the selection of missionaries.

Not applicable.

13. New forms of education.

Sistren's theatre/drama-in-education program on women's issues in the Caribbean is an experimental form of education: theatre and drama were the vehicles to portray and discuss the various issues, thereby raising awareness and, hopefully, achieving social change.

Summary

Sistren's work was also not theologically nor missiologically based (#1), but as the theatre/drama-in-education work focused on women in the Caribbean was congruent with DWO aims (guideline #1), it was strongly encouraged as an exciting new form of education and community development (#13).

Many elements of the DWO education policy were addressed by Sistren's work. There was constant consultation, cooperation (#2), and interaction with communities (#3) in the process of the theatre/drama-in-education workshops and performances. As well, awareness raising, justice and peace (#4), the job market, personal fulfilment, critical judgement and evaluation of the problems of society (#6), and responsible social activity and global outlook (#5) were addressed as workshops and performances engaged a cross-section of society (#7).

There was no evidence of community members on a board at Sistren nor of community use of Sistren's facilities (#3). It was also unclear whether Sistren's audiences were motivated to work in the wider community (#7). There was indigenous control of the organization (#10) and a constant, conscious effort by the staff to evaluate the workshops and performances (#6). As a

result, goals were realistic and efforts were made to be self-reliant (#9) through revenue producing activities and staff development (#10).

As with the EDA, guidelines #11 and #12, were not applicable to Sistren.

Overall, the DWO greatly encouraged Sistren's work particularly because of its focus on women and community development, and because many of Sistren's practices fit its education policy guidelines.

Quantitative Analysis of the Education Policy Data

Introduction

For each sample program different quantities of documentation were available. This inequity would bias a comparative quantitative analysis of the data, yet there was merit to examining the relative emphasis placed on each of the 13 policy statements of the DWO's Policy for Educational Assistance Overseas. The following summary of findings uses the reduced policy phrases as before for brevity.

In the following analysis, Table 12 - "Number of Statements Made vis-a-vis Each of the 13 Policy Guidelines in the Sample Documents of Each Sample Program - 1981, 1985, 1989," was the basis for Table 13 - "Rank Order of the DWO Policy Guidelines for Each Sample Program Based on Cumulative Number of Statements for Each Guideline - 1981, 1985, 1989." Table 13 shows the dominant policy emphases for each sample program in each year of the study and was the basis for the ensuing summary discussion.

Sample Program - United Mission to Nepal

The policies receiving the most emphasis at the UMN appear to be *#13 - New forms of education* and *#10 - Free of foreign control; Indigenous personnel and staff development*, which ranked in the top two all three years, and *#2 - Consultation and cooperation*, *#4 - Awareness - justice, peace, and preservation of culture*, *#5 - Responsible social activity and global outlook*, and *#7 - Service to cross-section of society and motivation to work in the wider community*, which were in the top three ranks in 1985 and 1989.

Sample Program - United Church of Christ in the Philippines

Over the nine year period, the policies most emphasized by the UCCP were: *#4 - Awareness - justice, peace, and preservation of culture*, ranked in the top two all three years of the study, and *#13 - New forms of education*, ranked in the top two in 1981 and 1985. *#1 - Theology/Missiology* ranked in the top two in 1985 and 1989. *#5 - Responsible social activity and global outlook*

Table 12

Number of Statements Made vis-a-vis Each of the 13 Policy Guidelines in the Sample Documents of Each Sample Program - 1981, 1985, 1989

Policy No.	Countries by Year																	
	1981						1985						1989					
	N[1]	P	SA	Z	J	TOT	N	P	SA	Z	J	TOT	N	P	SA	Z	J	TOT
1.	6	5	5	6	-	22	3	7	5	8	3	26	0	7	2	6	1	16
2.	3	5	2	1	-	11	2	4	2	9	1	18	5	4	2	3	1	15
3.	5	3	-	3	-	11	3	4	3	3	2	15	3	2	2	1	1	9
4.	5	11	3	2	-	21	3	6	10	7	4	30	4	6	3	6	3	22
5.	3	5	5	1	-	14	2	5	4	4	4	19	4	7	2	1	2	16
6.	3	7	3	2	-	15	1	3	4	4	4	16	3	4	4	2	2	15
7.	2	7	4	2	-	15	2	6	7	4	1	20	5	5	1	3	1	15
8.	3	6	-	1	-	10	0	2	3	2	0	7	2	2	2	1	0	7
9.	1	5	1	1	-	8	1	4	5	4	4	18	2	4	3	1	2	12
10.	10	6	2	1	-	19	3	2	1	1	3	10	7	3	2	3	3	18
11.	3	2	-	-	-	5	1	1	-	-	-	2	1	1	-	-	-	2
12.	1	1	-	-	-	2	1	1	-	-	-	2	-	2	-	-	-	2
13.	9	10	4	3	-	26	3	6	7	8	6	30	7	2	4	4	3	20

[1] N - Nepal; P - Philippines; SA - South Africa; Z - Zambia; J - Jamaica; TOT - Total

Table 13

Rank Order of DWO Policy Guidelines for Each Sample Program Based on Cumulative Number of Statements for Each Guideline - 1981, 1985, 1989

Rank of Policy	Policy Guidelines by Number														
	Nepal			Philippines			South Africa			Zambia			Jamaica		
	81	85	89	81	85	89	81	85	89	81	85	89	81	85	89
1.	10	1, 3, 4, 10, 13	13, 10	4	1	1, 5	1, 5	4	6, 13	1	2	4, 1	-	13	4, 10, 13
2.	13	2, 5, 7	2, 7	13	4, 7, 13	4	7, 13	7, 13	4, 9	3, 13	1, 13	13	-	4, 5, 6, 9	5, 6, 9
3.	1	6, 9, 11, 12	4, 5	6, 7	5	7	4, 6	9, 1	1, 2, 3, 5, 8, 10	4, 6, 7	4	2, 7, 10	-	1, 10	1, 2, 3, 7
4.	3, 4	-	3, 6	8, 10	2, 3, 9	2, 6, 9	2, 10	5, 6	7	2, 5, 8, 9, 10	5, 6, 7, 9	6	-	3	-
5.	2, 5, 6, 8, 11	-	8, 9	1, 2, 5, 9	6	10	9	3, 8	-	-	3	3, 5, 8, 9	-	-	-
6.	7	-	11	3	8, 10	3, 8, 12, 13	-	2	-	-	8	-	-	-	-
7.	9, 12	-	-	11	11, 12	11	-	10	-	-	10	-	-	-	-
8.	-	-	-	12	-	-	-	-	-	-	-	-	-	-	-

jumped over the years from fifth to third to first. *#7 - Service to cross-section of society and motivation to work in the wider community* ranked in the top three all three years. (Interestingly, *#2 - Consultation and cooperation, #6 - Job market and personal fulfilment; Critical judgement and evaluation,* and *#9 - Realistic goals and self-reliance* consistently ranked fourth or fifth over the years, except when *#6* ranked third in 1981.)

Sample Program - Christian Council of Zambia

These policies received most emphasis at the CCZ in all years: *Theology/Missiology - #1* ranked in the top two, while *New forms of education - #13* ranked second; *#4 - Awareness - justice, peace, and preservation of culture* was third in 1981 and 1985 before ranking first in 1989; *#7 - Service to cross-section of society and motivation to work in the wider community* was third, fourth, and third respectively.

Sample Program - Environmental Development Agency (South Africa)

New forms of education - #13 consistently ranking in the top two. *Service to cross-section of society and motivation to work in the wider community - #7* ranked in the top two in 1981 and 1985 but dropped to fourth in 1989. While third in 1981 and 1985, *Awareness - justice,peace, preservation of culture - #4* was first in 1989. *#5 - Responsible social activity and global outlook* went from first to fourth, and finally to third. *Job market and personal fulfilment; Critical judgement and evaluation - #6* was third in 1981, fourth in 1985, and first in 1989. The policies described above received the most emphasis for all years by the EDA.

Sample Program - Sistren (Jamaica)

For Sistren, the policies receiving most emphasis in all years were: *New forms of education - #13,* ranked first in both 1985 and 1989, and *Awareness - justice, peace, and preservation of culture - #4,* ranked in the top two in each year; *Responsible social activity and global outlook - #5, Job market and personal fulfilment; Critical judgement and evaluation - #6,* and *Realistic goals and self-reliance - #9,* ranked second in both 1985 and 1989; as well as *Theology/Missiology - #1,* ranked third in both years, and *Free of foreign control; Indigenous personnel and staff development - #10,* ranked third and then first.

Summary

The quantitative data summarized above illustrate the different emphases relative to the particular context of each sample program and can be seen to represent the dominant themes of thought and action over the years for each program. At the same time, the data show comparatively similar emphases across the sample programs regarding the objectives of the DWO

education policy. For example, *#13 - New forms of education* consistently ranked in the top two in all cases. *#1 - Theology/Missiology* and *#4 - Awareness: justice, peace, preservation of culture* ranked in the top three in almost all cases. *Responsible social activity and global outlook - #5* and *Service to cross-section of society and motivation to work in the wider community - #7* ranked consistently from second to fifth in almost all cases. As well, *#6 - Job market and personal fulfilment: Critical judgement and evaluation* ranked third or fourth in almost all cases. Surprisingly, once Table 14 - "Cumulative Totals of Document Statements for Each Policy Guideline for Each Sample Program - 1981 + 1985 + 1989," and Table 15 - "Rank of Each DWO Policy Guideline in Each Year Based on the Cumulative Totals of Statements in All Sample Program Documents - 1981, 1985, 1989," are combined to create the summary data of Table 16 - "Rank Order of the DWO Policy Guidelines for Each Sample Program Based on Cumulative Totals of Statements in the Documentation for Each Policy Guideline - 1981 + 1985 + 1989--&-- Overall Rank of Each Policy Guideline Based on Cumulative Totals of Statements in the Documentation for Each Policy Guideline - 1981 + 1985 + 1989," the relative emphasis across the sample programs discussed is almost exactly reproduced.

This overall similitude suggests a natural arrangement or hierarchy of the guidelines, as depicted by the overall rank of each policy guideline in Table 16, that fits all contexts:

1. *#13* - *New forms of education.*
2. *# 1* - *Theology/missiology.*
3. *# 4* - *Awareness - justice, peace, and preservation of culture.*
4. *# 7* - *Service to cross-section of society and motivation to work in the wider community.*
5. *# 5* - *Responsible social activity and global outlook.*
6. *#10* - *Free of foreign control; Indigenous personnel and staff development.*
7. *# 6* - *Job market and personal fulfilment; Critical judgement and evaluation.*
8. *# 2* - *Consultation and cooperation.*
9. *# 9* - *Realistic goals and self-reliance.*
10. *# 3* - *Community and institution interaction; Community members on board/and use of facilities.*
11. *# 8* - *Multilateral rather than bilateral relationships in overseas assistance.*
12. *#11* - *"Witness" missionaries.*
13. *#12* - *Consultation and guidelines in the selection of missionaries.*

Whether this empirically natural arrangement prevails with all DWO supported programs would have to be determined elsewhere.

Table 14

Cumulative Totals of Document Statements for Each Policy Guideline for Each Sample Program - 1981 + 1985 + 1989

Policy	Cumulative Number of Statements - 1981 + 1985 + 1989					
	Nepal	Philippines	Zambia	South Africa	Jamaica	Overall
1.	9	19	20	12	4	64
2.	10	13	13	6	2	44
3.	11	9	7	5	3	35
4.	12	23	15	16	7	73
5.	9	17	6	11	6	49
6.	7	14	8	11	6	46
7.	9	18	9	12	2	50
8.	5	10	4	5	0	24
9.	4	13	6	9	6	38
10.	20	11	5	5	6	47
11.	5	4	0	0	0	9
12.	2	4	0	0	0	6
13.	19	18	15	15	9	76

Note. Derived from Table 13. Table 14 is the preliminary step and basis for Table 15 and Table 16.

Table 15

Rank of Each DWO Policy Guideline in Each Year Based on the Cumulative Totals of Statements in All Sample Program Documents - 1981, 1985, 1989

Rank	Policies		
	1981	1985	1989
1.	13	4, 13	4
2.	1	1	13
3.	4	7	10
4.	10	5	5, 1
5.	6, 7	2, 9	2, 6, 7
6.	5	6	9
7.	2, 3	3	3
8.	8	10	8
9.	9	8	11, 12
10.	11	11, 12	-
11.	12	-	-
12.	-	-	-
13.	-	-	-

Note. Derived from Table 14. Table 15 is a preliminary step to Table 16.

Table 16

Rank Order of the DWO Policy Guidelines for Each Sample Program Based on Cumulative Totals of Statements in the Documentation for Each Policy Guideline - 1981 + 1985 + 1989--&--Overall Rank of Each Policy Guideline Based on Cumulative Totals of Statements in the Documentation for Each Policy Guideline - 1981 + 1985 + 1989

Rank	Policies 1981 + 1985 + 1989					
	Nepal	Philippines	Zambia	South Africa	Jamaica	Overall
1.	10	4	1	4	13	13
2.	13	1	4. 13	13	4	1
3.	4	7. 13	2	1. 7	5. 6. 9. 10	4
4.	3	5	7	5. 6	1	7
5.	2	6	6	9	3	5
6.	1. 5. 7	2. 9	3	2	2. 7	10
7.	6	10	5. 9	3. 8. 10	8. 11. 12	6
8.	8. 11	8	10	11. 12	-	2
9.	9	3	8	-	-	9
10.	12	11. 12	11. 12	-	-	3
11.	-	-	-	-	-	8
12.	-	-	-	-	-	11
13.	-	-	-	-	-	12

Note. Table 16 arises from Tables 14 and 15.

Qualitative Analysis of the Budget Policy of the DWO

The following reviews the general DWO budget process, overviewing all the program areas in which the DWO is involved.

Preparation of the Budget

In February of each year the Division of Finance of the United Church of Canada (UCC) determines a total guaranteed budget figure for the next calendar year[19] for each Division as the Division of World Outreach. With this figure in mind and a budget comprised of over four hundred items in several categories, the Finance and Administration Officer of the DWO initiates a budget review by all staff. An estimate of total revenue, including approximate income from the Mission and Service Fund, an estimate of total costs for necessary items as salaries, administration, etc., and budgets from preceding years are distributed. At an Executive Staff Council meeting each area, functional, and other category budget is negotiated to make the necessary adjustments and balance the total annual budget.

Area Budgets

By April, partner churches and agencies and DWO staff responsible for overseas personnel provide estimates of needs for the upcoming year to the Area Secretaries. In turn, the Area Secretaries, in consultation with their Area Advisory Committees assess partner requests and make preliminary budget estimates for all programs in each country in their area, including scholarship and general area grants.[20] Sometimes, as in India and Japan, the level of support is based on consultation with the national church and representatives from supporting mission agencies in Europe and North America.

Functional Budgets

Five functional portfolio officers prepare, in collaboration with the Finance and Administration Officer, preliminary budget estimates for their individual portfolios. In cooperation with other staff, the *Overseas Personnel Officer* determines recruitment targets and recommends recruitment materials and advertising, consultation and training for conference facilitators, and medical and

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[19] The practice adopted in the 1950s at the behest of the United Church Women's groups is decision making based on actual money available in the bank or trust and not on projections of expected revenues from contributions over the upcoming year.

[20] It should be noted that the practice of providing budget estimates for the upcoming calendar year creates an awkward situation for overseas partners who are often uncertain whether they will have enough resources to continue their programs in the next year. One merit of this practice is that it assures partners that there will be funds for the next year.

psychological examinations for candidates for the upcoming year. Recommendations for short-term experience programs are also made.

The *Interfaith Dialogue Secretary* prepares division and church-wide programming and, in consultation with Area Secretaries, recommends support for outside institutions and programs. Recommendations from the *Development Secretary* concern support for programs at the World Council of Churches (WCC) and the Inter-Church Fund for International Development (ICFID), as well as appropriate levels of emergency funds. Recommendations from the *Animator* concern animation programs and the production and purchase of audiovisual resources.

The *Finance and Administration Officer* prepares that portfolio's budget in consultation with all staff members. Estimates for meeting and travel budgets, for continuing and new overseas personnel based on previous year costs, as well as cost of living allowances, resettlement allowances, bursary funds, etc. are made and set before the annual budget is finally presented and adopted.

Other Budget Categories

Recommendations regarding ecumenical agencies and organizations, etc. are made by the *General Secretary* of the DWO.

Mission Exchange has several items. Mutuality in Mission is a shared budget item with the Division of Mission in Canada, with recommendations coming from the Mutuality in Mission Committee. The People Exchange Programs is the responsibility of the DWO Animator. The Student Internships Overseas program is overseen by the Overseas Personnel Officer. The South/South Exchange, Third World Visitors to Canada, and Partners Travel programs are under the DWO Executive Staff Council's purview.

Support/Action Groups from across Canada which act in solidarity with overseas groups, including coalitions and advocacy groups, make budget requests to the related Area Secretaries, who in turn recommends support for them. General Support/Action Groups are the responsibility of the General Secretary.

Recommendations for *Emergent Grants* to new program/project initiatives are based on past experience and the availability of funds, and are made jointly by executive and staff.[21]

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[21] Each year a few requests from potential new partners are recommended for emergent grants of up to $6,000 for one to three years. Time limits are flexible. Most new requests are sponsored by existing partners to ensure feasibility and worthiness. If the new program/project proves worthy, the DWO strengthens the relationship and works it into the normal budget of an existing partner or as a new item.

Other Revenue

Items include interest earned, donations, and contributions from partner churches and agencies toward the cost of overseas personnel assigned to work with them. There are also transferable monies from the General Reserve of the Division (bequests and donations) as well as the interest earned from the Japan Property Reserve; both require an annual decision by the Division. As receipts from these two items fluctuate yearly, the average sum of receipts for the previous three years is transferred into revenue. The balance of the General Reserve is kept at roughly 6% of the next year's total Division budget.

The Budget review

When budget estimates have been prepared by the responsible parties and the Finance and Administration Officer has assembled the proposed budget, the details of expenditures and revenues are reviewed by the DWO Executive Staff Council. Attention is given to program increases or decreases, to additions and deletions, to necessary adjustments, and to the adequacy of revenue. If revenues are inadequate, a further budget review is made. If necessary, a request justifying an increase in revenue is made to the Finance and Administration Committee which might draw on the General Reserve or the Japan Property Reserve.

By June, the total budget is reviewed by the Finance and Administration Committee of the United Church of Canada. The committee assumes that the previous year's committee fulfilled its obligations and that the previous year's budget is valid. Members of the committee take the opportunity to scrutinize details and any significant changes, as well as challenge staff to justify their decisions. Through selective examination and a mind for any policy changes that might have occurred between budgets, the committee seeks to satisfy itself that ongoing programs are relevant and meet the stated goals and objectives of the DWO, while guarding against budget formation determining policy.

Once satisfied that all guidelines are fulfilled and the budget reflects the DWO, the committee recommends the budget for adoption at the Annual Meeting of the United Church of Canada: either at the bi-annual General Council or the alternating Executive of General Council meeting in the Fall.

Summary

The budget process of the DWO involves several tiers of review. First, there is an annual review lead by the Finance and Administration Officer in collaboration with all staff, the Area Secretaries and functional portfolio officers, and their respective advisory committees. Based on

assessments of the previous year's program activities and respective budgets, the primary task is to ascertain the expected revenues on hand from the Division of Finance (not projections of anticipated revenues) and disburse them accordingly and appropriately to area and functional programs/projects, personnel, ecumenical agencies, and joint Divisional work. Next, there is the DWO Executive Staff Council review to assess the changes. Then, the Finance and Administration Committee of the United Church conducts a review of all decisions and their justifications. There is one final review before the budget is sent to the Annual Meeting of either the alternating General Council or the Executive of General Council for adoption.

The overall exercise tries to ensure that the budget does not determine but rather reflects the policies of the Division of World Outreach and the United Church of Canada.[22]

Quantitative Analysis of Budget Outlays to the Sample Programs - 1981 to 1989

The analysis of budget outlays took the following course. Disbursements for each sample program were examined and compared with overall disbursements for programs and personnel in each sample program area. In the process, the five sample program areas were compared.

Before proceeding, two issues need to be put up front. First, of the five sample program areas examined, three involved larger organizations with several small-scale programs under their aegis, while two involved smaller-scale organizations, one with several programs and one with a singular program under their guidance. If this study had involved all DWO supported programs, the disproportionate organizational scale would have skewed the results. The analysis of this sample, however, might only begin to point to a skew effect.

The second issue is that as total outlays to personnel are lumped together in the source data, outlays to specific program groups cannot be discerned. This acknowledgement is necessary even though the analytical focus is outlays to programs.

The context of this analysis was set by Table 17 - "Total Dollar Outlay for All Sample Projects - 1981 to 1989," which depicts the trend of disbursements to the sample projects over the years of the study, and Table 18 - "Personnel, All Programs, and Sample Program Outlays for All Sample Program Areas - 1981, 1985, 1989," which is a cumulative summary of the budget data

[22] Recall the budget presuppositions in Chapter 1.

Table 17

Total Dollar Outlay to Each Sample Program--1981 - 1989

Program	Year								
	81[1]	82	83	84	85	86	87	88	89
United Mission to Nepal, Nepal	31,650	37,110	31,238	35,280	42,500	25,000	25,000	25,000	31,000
United Church of Christ in the Philippines, Philippines	11,150	1,150	6,150	6,500	9,500	11,000	12,000	24,000	45,000
Christian Council of Zambia, Zambia	3,000	6,000	30,000	36,000	63,000	59,000	45,500	39,000	46,000
Environmental Development Agency, South Africa	6,000	6,000	8,000	-	6,000	12,000	15,000	18,000	23,000
Sistren, Jamaica	-	-	-	-	-	-	-	5,000	6,000

[1] The underlining marks off the focus years of the study.

Table 18

Personnel, All Programs, and Sample Program Outlays for All Sample Program Areas - 1981, 1985, 1989

Program Area	Year											
	1981				1985				1989			
	Pers.	Progs.	Sample Prog.	Total Dollars	Pers.	Progs.	Sample Prog.	Total Dollars	Pers.	Progs.	Sample Prog.	Total Dollars
Nepal	201,895	31,400	31,400	233,295	235,953	42,500	42,500	278,453	147,669	31,000	31,000	178,669
Philippines	17,038	13,680	11,150	30,718	27,919	12,030	9,500	39,949	-	153,000	45,000	153,000
Zambia	252,057	103,823	3,000	355,880	156,110	146,780	53,000	302,890	-	167,000	46,000	167,000
South Africa	-	144,500	6,000	144,500	-	286,900	6,000	286,900	-	255,000	23,000	255,000
Jamaica	74,072	15,000	-	89,072	41,495	73,500	-	114,995	43,606	73,000	6,000	116,606

from all the sample program areas.[23]

Table 17 shows a relatively consistent trend of budget disbursements over the years with 1985 as the high water year. The drop in disbursements in 1986, 1987, 1988 at the UMN likely reflects the general education policy orientation of shifting from institutional support to program support. While the UCCP faced cuts in 1982, disbursements regained 1981 levels by 1986 and increased steadily to a high of $45,000 in 1989. The increase reflects the education policy emphasis on new forms of education as the UCCP's Human Rights education program. At the CCZ, disbursements rose dramatically over the years to a high of $63,000 in 1985 before levelling off to $46,000 in 1989. The increases here reflect the education policy emphasis on new forms of education, particularly CCZ's program for women and youth.

Disbursements to the EDA were consistent until 1986 when they began to rise to a high of $23,000 by 1989. These increases also reflect the education policy emphasis on new forms of education as community development. The disbursements to Sistren were significant by DWO standards. Normally, new program funding ranged from $3,000 to $6,000; so $6,000 was an enthusiastic start. The disbursements to Sistren reflect the new forms of education emphasis on women.

Table 19 - "Personnel, All Programs, and Sample Program Outlays as a Percentage of the Total Outlay for the Sample Program Areas - 1981, 1985, 1989" arises from Table 18 and illustrates disbursements as percentages. In Nepal at the UMN, percentage outlay to personnel, though declining slightly over the years, was consistently above 80%. Programming gradually received greater outlays--13.46%, 15.25%, and 17.35%--to reflect the education policy emphasis on program funding.

The cases of the Philippines and Zambia were more dramatic. Each program received disbursements of over 50% of total outlay for personnel in 1981 and 1985, but then encountered a 100% reorientation of disbursements toward programming by 1989.

With no personnel funding at all in South Africa, 100% of funding went to programming. As for Jamaica, disbursements show the same dramatic trends of decreased personnel and increased program funding: respectively, for personnel, 83.16%, 36.08% and 37.40%, and for programs, 16.84%, 63.92%, and 62.60%.

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[23] See Appendix C - Tables of the Monetary Disbursements Made to Programs and Projects in Each of the Sample Program Areas - 1981, 1985, 1989.

Table 19

Personnel, All Programs, and Sample Program Outlays as a Percentage of the Total Outlay for the Sample Program Area - 1981, 1985, 1989

Program Area	Year											
	1981				1985				1989			
	Pers.	Progs.	Sample Prog.	Total	Pers.	Progs.	Sample Prog.	Total	Pers.	Progs.	Sample Prog.	Total
Nepal	86.54	13.46	13.46	233,295	84.74	15.26	15.26	278,453	82.65	17.35	17.35	178,669
Philippines	55.47	44.53	36.30	30,718	69.89	30.11	23.78	39,949	-	100	29.30	153,000
Zambia	70.83	29.17	.84	355,880	51.54	48.46	17.70	302,890	-	100	12.93	167,000
South Africa	-	100	4.15	144,500	-	100	2.09	286,900	-	100	9.02	255,000
Jamaica	83.16	16.84	-	89,072	36.08	63.92	-	114,995	37.40	62.60	5.15	116,606

Table 20 - "Outlay to All Sample Programs Compared to the Overall Program Outlay for Each Sample Program Area - 1981, 1985, 1989" illustrates the disbursements to the sample programs, and the percentage thereof, vis-a-vis total disbursements to all programs in the sample program areas. The table illustrates a pattern, particularly in the cases of the Philippines and Zambia in 1989, where monies are equitably distributed across three or four program groups. While the case of the UMN, where one group disburses all monies, and the cases of the EDA and Sistren, where there are nominal disbursements, do not fit the pattern, Appendix C, which details the relative disbursements to the programs in each of the sample program areas, supports this contention. However, whether there is a prevalence of the pattern in other country settings, whether there are regional biases, and/or whether the pattern is an emergent trend would have to borne out in further study.

Summary

Several trends were evident in the data. First, decreased institutional funding and greater program funding was evident, particularly in Nepal. Second, the decrease in personnel funding was clearly evident in all the sample programs, but most dramatically in the program funding increases in the Philippines and Zambia in 1989. Both these trends clearly reflect the general orientation of the education policy. Other clear education policy orientations reflected in the sample program budget data were the funding increases to programs emphasizing new forms of education as Human Rights education, the education of women, and community development.

A third trend alluded to above was the equitable distribution of monies across program groups and/or programs, particularly in the Philippines and Zambia. This was not an evident policy orientation and appears to have emerged around 1989.

One trend not alluded to above was bloc funding. In the "Tables of Monetary Disbursements to Programs and Projects in Each of the Sample Programs - 1981, 1985, 1989" (Appendix C), it was evident that much funding to program groups had shifted to bloc funding whereby recipients use undesignated disbursements at their discretion.

Finally, it was clear that 1985 was the high mark in overall funding; thereafter, general funding declined. Whether this was a pattern for all program areas the DWO supports would have to be drawn out elsewhere, though discussions with DWO staff indicated this trend was

Table 20

Outlay to All Sample Programs Compared to the Overall Program Outlay for Each Sample Program Area - 1981, 1985, 1989

Program Area / Sample Program	Year								
	1981			1985			1989		
	Outlay all Progs.	Outlay Sample Prog.	% to Sample Prog.	Outlay all Progs.	Outlay Sample Prog.	% to Sample Prog.	Outlay all Progs.	Outlay Sample Prog.	% to Sample Prog.
Nepal / UMN	31,400	31,400	100	42,500	42,500	100	31,000	31,000	100
Philippines / UCCP	13,680	11,150	81.51	12,030	9,500	78.97	153,000	45,000	29.30
Zambia / CCZ	103,823	3,000	2.89	146,780	63,000	42.92	167,000	46,000	27.42
South Africa / EDA	144,500	6,000	4.15	286,900	6,000	2.09	255,000	23,000	9.02
Jamaica / Sistren	15,000	-	0	73,500	-	0	73,000	6,000	8.22

widespread.[24]

Analysis of the Synthesis of Guba's Model of Policy Analysis and the PPBS Model of Program Budgeting

Recall that the ground for synthesizing the Guba and PPBS models was the shared premise that policy goals and objectives rationally and logically determine policy outputs and outcomes. The second ground was that both models involve frameworks for analysing the relationship between policy and programs and how programs are experienced. The exception was that PPBS included the step of resource allocations to programs, which Guba's model could easily explain as being a logically consequent output of the policy-in-implementation process.

A third ground here is that the synthesis is of a policy-analysis model and a policy-making model, which theoretically should be logically linked mirrors reflecting each other in their particular process. In this case, Guba provides a policy-analysis framework for a range of types of policy configurations and a schema for categorizing and analysing them. PPBS provides a policy-making framework for the process of determining (1) the policy goals and objectives, (2) the alternatives to choose from, (3) the preferred choices, realistically chosen from cost-benefit and social-political feasibility analyses, and supported by resources, and (4) the evaluative assessments of the outcomes.

A fourth and practical ground is that, as much policy activity is reflected in the broad concept of programming, it is an easy, rational, logical, even necessary step to include program budgeting which is a major activity in the process, as part of any policy-analysis or -making process.

As Table 10 (p. 35) suggested, the two models are so complementary that they readily merge into a logically connected and very dynamic model. In Table 21 - "A Dynamic Model for Policy-Analysis and Policy-Making: A Synthesis of Guba's Model of Policy Analysis and the PPBS Model of Program Budgeting," each model maintains its distinctive part while providing great illumination for the other.

To elaborate, "policy-in-intention" is equivalent in logical relation to "planning," which is the

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[24] Aside from inflation and recession, policy issues in other sectors of the United Church of Canada have affected noticeable decreases in giving with the pinch felt across all sectors of the United Church. The most notable issue was the 1988 resolution affirming the ordination of homosexuals passed at the General Council. The aftermath was a marked decrease in giving and a marked number of people who left the United Church.

Table 21

A Dynamic Model for Policy Analysis and Policy-Making: A Synthesis of Guba's Model of Policy Analysis and the PPBS Model of Program Budgeting

A Dynamic Model for Policy Analysis and Policy-Making				
Policy Level	**Policy Definition**	**Policy Looks Like**	**Policy Activity**	**Policy Objectives**
Policy-in-intention	1. an assertion of intents or goals;	"ends"	Planning	1. Determination of policy goals and objectives
	2. a governing body's "standing decisions" by which it regulates, controls, promotes, services, and otherwise influences matters within its sphere of authority;	"rules"		2. Systematic analysis of alternative courses of action to achieve the goals and objectives
	3. a guide to discretionary action;	"guidelines"		
Policy-in-implementation	4. a strategy undertaken to solve or ameliorate a problem;	"set of tactics"	Programming	3. Assessment of preferred program alternatives a. Socio-political feasibility b. Cost-benefit(s) analyses 4. Choice of preferred program(s)
	5. sanctioned behaviour, formally through authoritative decisions, or informally through expectations and acceptance, established over (or sanctified by) time;	"expectations"	Budgeting	5. Resource allocation(s) related to planning and programming decisions in specific multi-year financial plans
	6. norms of conduct, characterized by consistency and regularity, in some action area;	"norms"		
	7. the output of the policy-making system: the cumulative effect of all actions, decisions, and behaviours of the millions of people who work in bureaucracies, [or] an analytic category;	"effects"		
Policy-in-experience	8. the impact of the policy-making and policy-implementation system as it is experienced by the client.	"encounters"	Evaluation/ Assessment	6. Review and modification of the program(s) in light of stated goals and objectives and cost effectiveness data

"policy activity" for that "policy level." In the same way, "policy-in-implementation" is equivalent to "programming" and "budgeting," as "policy-in-experience" is to "evaluation/ assessment." Thus, as policy-in-intention, policy-in-implementation, and policy-in-experience have their attendant "policy definition" and "policy look likes," so planning, programming, budgeting, and evaluation/assessment have their attendant parts.

While the image of pouring one side of the model into the other, and vice-versa, typifies the relationship between the two processes, the difference between the two processes should be elucidated. From the perspective of policy-analysis, the model provides a grand schema with which to screen the object of study and assess the presence or absence of material that accords with the component parts, and, as examined in this study, the presence or absence of material that demonstrates logical congruence between the parts. As well, the analytical process in terms of data, sources, methodology, and products is driven by the chosen policy definition/orientation. On the other hand, from the perspective of policy-making, the model provides a grand schema for (1) choosing from among a range of orientations or characteristics at each policy level (the "policy definitions" and "policy look likes") and for (2) the types of objectives to assess and/or achieve in the systematic analysis of alternatives and/or selection of preferred courses of action--including the allocation of resources--for the particular "policy activity" at hand. The (3) evaluation/ assessment component in the model of assessing and modifying outcomes in light of the stated goals and objectives makes the model more dynamic.

The strength of the model is that it is rational, logical, and comprehensive, reasonably discrete, and useful in part or as a whole. As well, the inherent values in the model will give boundaries and meaning to the products of the model, which in policy-analysis will be reported in those terms, and in policy-making will be assessed and achieved in their terms.

Chapter 4

Discussion and Conclusions

Introduction

In this chapter, discussion revolves around the qualitative analysis and quantitative analysis of the policy guidelines, and the qualitative analysis of the budget policy and quantitative analysis of the budget data. Implications for the larger context of all DWO supported programs are drawn out, including suggested research of a more representative sample and of comparative studies of other NGOs (church based or other), government and international organizations.

The utility of Guba's model of policy analysis, the utility of PPBS to DWO budget practice, and the synthesis of the Guba and PPBS models are also discussed before other relevant issues are drawn out in the concluding remarks.

Discussion of the Qualitative Analysis of the Policy Guidelines

Apart from the central theme of the Christian mission to all peoples, the dominant theme of the 1984 education policy is the shift away from formal institutional support toward more non-formal, comprehensive, community development. While some institutional support continues, it is de-emphasized as institutions tend to function as plants, with elitist, "trickle down" models of development. To reach and involve the wider community, the grassroots, underprivileged, marginalized, and outcast, "comprehensive" development of everything from religious/spiritual evangelism to education, medicine, and agriculture was incorporated into the responsive development of persons and communities as wholes.[25] All the other elements of the education policy, *consultation and cooperation (#2), community and institution interaction, community*

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[25] This broad definition of "comprehensive" development was offered by Fred Bayliss, the General Secretary of the DWO from 1987 to 1992 in an interview.

"Comprehensive development" was a response to "projectism." The issue with projectism was that by choosing which programs to support, North American, DWO values and aspirations were unconsciously projected onto partners and affecting the kind of relationship being established. Programs were being supported often for solely humanitarian reasons, in isolated contexts, with little or no connection between programs and little or no attachment to any movement of peoples. Thus, program integration and the attachment to, and identification with, the motivation of peoples became important objectives.

members on boards/and use of facilities (#3), awareness raising, justice, peace, and preservation of culture (#4), job market and personal fulfilment, critical judgement and evaluation (#5), responsible social activity and a global outlook (#6), realistic goals and self-reliance (#9), as well as *multilateral support (#8)* and *missionary service* (#11 and #12), support and complement these central and dominant themes.

These dominant themes and supporting elements play out in a "loosely-coupled," inter-organizational relationship of trust, where overseas partners determine their own needs and goals, and ways of achieving them, while the DWO, as an equal colleague engaged in a mutual dialogue, first influences decisions about the needs, goals, and means and second supports them. The data in this study showed that the activities of the sample programs, while illustrating a broad range of interpretation and application of the education policy--from a technological, institutional orientation to an appropriate technology, comprehensive community development orientation--were, in varying degrees of emphasis, strength, and success, largely congruent with the themes and elements of the policy. In a loosely-coupled, inter-organizational, multilateral, international context where partners often promote themselves among several supporting organizations with differing orientations and emphases, it was important to know that the education policy of the DWO did have impact, even if there were mixed results.

The conclusion drawn from this is that a large congruence between the stated goals and objectives of the education policy and those stated by DWO supported programs, in spite of the loosely-coupled, inter-organizational relationship, is discernable, and that the results will be mixed but largely positive. That this is the case for all DWO supported programs is inferred from the data of the purposive sample in this study, even though data from a more representative sample would be more telling and reliable.

In spite of this affirmative conclusion, several issues arising from the results pertaining to the guidelines are worth highlighting as they will assist and strengthen the application of the education policy and draw out needs for further research.

Discussion of individual education policy guidelines

Regarding guideline *#1 - Theology/Missiology*,[26] the support for non-church, secular organizations with similar objectives was an interesting expression of Christian witness. When this activity started, its ground, and how broad it is would be interesting to examine.

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[26] Italics are used herein to highlight elements of the guidelines broken up for the discussion.

The noticeable trend away from explicit theological statements toward more joint theological/missiological statements and more missiological, practical statements should also be examined: In 1981, three of the four programs had statements of a theological nature, with all having missiological statements. In 1985 missiological statements increased in frequency while theological statements dropped to almost nil. The pattern repeated in 1989 with an almost total absence of theological statements. How broad this trend was would need research. But the question remaining is whether or not the decline, even absence, of explicit and constant references to one's theological/philosophical ground, and thus its assumed presence, keeps one's work significant, appropriate, and in the right direction? The question challenges personal and organizational vigilance, especially when supporting non-church groups.

The crucial issue with *consultation and cooperation - #2* is to ensure real, authentic, and genuine consultation and cooperation with the constituents/clients, that they are actually consulted in a qualitatively consistent manner, and actually own the activities as expressions of their needs and not those of international bodies. Whether other DWO supported programs encountered these issues is likely but should be examined.

Despite strong evidence of *community and institution interaction - #3*, the lack of *local representation on boards* evident with all the sample programs requires serious scrutiny. While the guideline is consistent with literature extolling the virtues and successes of local participation, the evidence suggests a great need for training local people in decision-making skills and processes, and for greater pressure to increase their access and input to decision-making bodies. In this regard, while there was also a lack of *community use of facilities*, the issue was less serious as many activities are more beneficial taking place in a flexible, local context than in a program group's likely less flexible facility.

While *awareness raising - #4* is an ever-present education activity of information processing and skill enhancement, the logical connection to *justice and peace* while necessary is not sufficient; further steps of critical evaluation and conscious commitment to action, often courageous, sometimes even life-threatening actions, that affect and alter unjust, unpeaceful situations are required. This point must not be lost in any education or development work! For as the evidence from the Philippines suggested, when it comes to important issues particularly affecting power relations and quality of life, as justice and peace, people tend to avoid them. In any justice and peace related activity, the problems of the gap between awareness and action and of avoidance must be acknowledged and transcended.

A further issue here is vigilance. Evidence showed a decreasing explicit emphasis on justice and peace, begging the question of whether the assumed presence of their focus and direction was less or lost. Members of the United Church of Christ in the Philippines who have faced courageous human rights actions remind us--

> "Complacency must be avoided at all costs; vigilance is necessary or the struggle is lost at its inception" (Content Analysis: Document 1985-2: Program Priorities of the Human Rights Desk.)

Finally in this regard, whether *preservation of culture* is an issue needs to be plumbed as the evidence showed only some partners were concerned. If it is a concern, as it is for the DWO, stronger emphasis is required.

With guidelines *#5 - responsible social activity and a global outlook* and *#6 - job market and personal fulfilment, critical judgement and evaluation*, issues arise around *a global outlook* and *critical judgement and evaluation*. Several cases in this study had limited, local or national perspectives. A global perspective requires attention to the local and regional and national and international social, economic, and political orders, and is logically intimate with the critical judgement and evaluation of the problems of society and the structural and systemic analysis of those larger orders. While a relatively sophisticated and problematic activity, it is a necessary part of the intimate cluster of awareness, critical judgement and evaluation, responsible social activity, global outlook, and justice and peace. While it would be valuable to see how other DWO supported programs addressed these issues, efforts to emphasize critical judgement and evaluation and a global outlook should continue.

Further along these lines, is the necessary and positive step of *self-evaluation - #6* and the recognition of one's role in the overall process. While the evidence showed several groups slowly coming to terms with their role, and even complicity, in the process, it would take persuasion and time to get partners to incorporate, as Sistren, critical review and evaluation as a regular and constant activity in their work. Nevertheless, this guideline appeared to have had some effect: by 1989 most of the sample programs had several reports involving evaluations or evaluators. How widespread this effect was with other DWO supported programs is very important to assess as it is a critical component to the process of change and development.[27]

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[27] A very good example here was the EDA, which consciously opened itself to the process of change and thus the severe critique that it was not doing as it said it was, then actively incorporated (not without defensiveness, misgivings, and critical discernment) the evaluative recommendations.

The issue with guideline #7 was not the program group's *service to a cross-section of society*, but rather the constituent's and/or client's *motivation to work in the wider community*. This issue is similar to the gap between awareness and action. Are people motivated more for personal gain, or more for community gain, or for a combination of both? The evidence suggested that the constituents/clients had a more personal orientation. In the guideline, the emphasis on personal gain is not absent, but the community or social orientation is stronger. Despite the evidence seemingly contrary to its orientation, the DWO, in exercising the guideline, may debate and influence but must respect the culturally based philosophical, psychological, and social orientations of its partners and their constituents and clients.

While *multilateral support - #8* shares the wealth and burden around, increases the range of perspectives and inputs into each situation, and helps negate dependency relationships, it can waste resources. For example, many overseas partners receive assistance from several denominational groups as Anglicans, Catholics, Lutherans, Mennonites, Methodists, and Presbyterians in Canada, the United States, and Europe. If several of these supporting groups visit each year--and they do--several itineraries have to be set, costing energy and resources. Similar cost inefficiencies go into proposal and report writing, especially if there are different orientations and emphases among these groups. In this vein, the DWO, North American and European, and developing area partners have recognized and taken up the ecumenical challenge[28] with emerging roundtable groups in order to communicate, share, rationalize, and coordinate their work and appropriately and effectively use resources, save costs, cut redundancies, and enrich each other's mutual work.

The roundtables are worth much greater emphasis and research since the concept readily replicates to development work worldwide. Ecumenically, research should look at the number, kind, and quality of input of denominational and ecumenical organizations, examining similarities and differences among them as well as those with secular groups.

The primary aim of guideline *#9 - realistic goals and self-reliance* was to ensure that in the exciting and heady climate of increased emphasis and funding to non-formal, comprehensive, community development programs, there was a wary, realistic approach to their objectives, audiences, plans, and achievement of goals. While self-reliance in terms of self-sufficient, self-financing, and sustaining activities is an admirable ideal, current social, economic, and political

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[28] If Christians are truly of one God and believe in Jesus Christ and what His death and resurrection mean both for human redemption and the Kingdom of God, then Christians everywhere really should be united in their work.

realities make it likely unachievable.[29] While some partners have fund-raising activities built into their program, and it would be wise to research and encourage such activities among other partners, the approach and application of this guideline should be more in the sense of appropriateness, i.e., what is probably achievable under existing and projected constraints, for individual and community development.

Another important element of the education policy is guideline *#10 - free of foreign control: indigenous personnel and staff development.* The aim is to reduce, even divest, expatriate control of the development process and give it over rightfully to the indigenous people.[30] The UMN exemplified the issue best: Nepalization and Asianization, the policies to train Nepalese and Asians and give them leadership tasks and roles in order to eventually replace expatriates, were reluctantly and slowly applied, but later vindicated with startling results, as for example the self-sufficient and autonomous, Nepalese run Language Centre. Sloth in applying this element of the guideline was likely evident with other partners. Yet, the benefits of indigenous staff development and control are evident and is an exciting area of the policy: By 1989, most of the sample programs reported increases in staff development activities. Further examination of the kind, extent, effectiveness, and effect of staff development programs at other DWO supported programs, and their replicability, would be extremely valuable.

Guideline *#11 - "witness" missionaries* was an important and clear statement of intent buffering restrictive arrangements in countries where there was little religious and political freedom. A study should compare such countries, the types of restrictions, and the successes and/or failures of this Christian response.

The United Church of Christ in the Philippines provided an excellent example of the application of guideline *#12 - consultation and guidelines in the selection of missionaries.* While the DWO has its criteria, it works in concert with those of its partners, as the UCCP's Principles of Partnership. The UCCP's principles outline an equal, mutual, common, solidarity relationship addressing a common vision, common critical analysis, and a common understanding of sin both

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[29] One Area Secretary stated that in today's reality the concept of "self-reliance" is "dead". The wide economic and social problems of development are systemic and need systemic solutions and changes.

[30] The DWO did its part by (1) reducing mission personnel funding roughly 30% in 1987 thereby freeing resources for use elsewhere, and (2) reducing where possible financial control by minimizing designated funding, except for women and youth, and increasing "bloc" funding so that partners could designate the funds themselves.

personal and corporate in a mutual global mission. Developing such guidelines should to be encouraged among partners, as the exercise helps both partners wrestle with their identity and role, and determine what are and not appropriate needs and goals in their relationship. A comparative analysis of the extent of such exercises and guidelines among DWO partners would be valuable.

The application of guideline *#13 - new forms of education* and the increased emphasis in all program areas was very evident. Among issues to explore are (1) the extent, realism, and success of new programming, (2) how well new programs adhere to the education policy guidelines, (3) how much secular work is being supported, (4) how cooperative government and secular groups have been, and (5) how great the infusion of resources has become. In spite of the headiness of this policy area, one trend needs to be minded, that of the subtle shift of responsibility for institutions as formal schools back into the hands of church bodies by governments less able to sustain them due to economic pressures. This could potentially re-direct considerable funding away from progressive work.

Discussion of the Quantitative Analysis of the Policy Guidelines

Table 14 (p. 64) of the number of statements per guideline in the documentation for each sample program illustrated context related differences in the relative sample program emphases of particular policy guidelines. Table 16 (p. 66) showed the similarities of relative emphasis of individual guidelines across the sample programs for all years of the study. More significantly, Table 16 revealed an empirically based emphasis or arrangement of the guidelines in contrast to the original "rational" arrangement:

"Rational" Order of the Policy Guidelines

1. Theology/Missiology.
2. Consultation and cooperation.
3. Community and institution interaction; Community members on board/and use of facilities.
4. Awareness - justice, peace, and preservation of culture.
5. Responsible social activity and a global outlook.
6. Job market and personal fulfilment; Critical judgement and evaluation.
7. Service to cross-section of society and motivation to work in the wider community.
8. Multilateral rather than bilateral relationships in overseas assistance.
9. Realistic goals and self-reliance.
10. Free of foreign control; Indigenous personnel and staff development.
11. "Witness" missionaries.
12. Consultation and guidelines in the selection of missionaries.
13. New forms of education.

"Empirical" Order of the Policy Guidelines

1. *#13* - *New forms of education.*
2. *# 1* - *Theology/missiology.*
3. *# 4* - *Awareness - justice, peace, and preservation of culture.*
4. *# 7* - *Service to cross-section of society and motivation to work in the wider community.*
5. *# 5* - *Responsible social activity and a global outlook.*
6. *#10* - *Free of foreign control: Indigenous personnel and staff development.*
7. *# 6* - *Job market and personal fulfilment: Critical judgement and evaluation.*
8. *# 2* - *Consultation and cooperation.*
9. *# 9* - *Realistic goals and self-reliance.*
10. *# 3* - *Community and institution interaction: Community members on board/and use of facilities.*
11. *# 8* - *Multilateral rather than bilateral relationships in overseas assistance.*
12. *#11* - *"Witness" missionaries.*
13. *#12* - *Consultation and guidelines in the selection of missionaries.*

The outcome here is that while the rational order expresses the policy-in-intention, to use Guba's terms, the empirical order, which is a summary of the data, is the kernel expression of the policy-in-implementation.

The empirical arrangement of the guidelines can be grouped further. *#13 - New forms of education* and *#1 - Theology/missiology* both have programmatic emphases. *#4 - Awareness - justice, peace, and preservation of culture*, *#7 - Service to cross-section of society and motivation to work in the wider community*, and *#5 - Responsible social activity and a global outlook* all emphasize social or community concerns. *#10 - Free of foreign control; Indigenous personnel and staff development* and *#6 - Job market and personal fulfilment: Critical judgement and evaluation* focus on indigenous and personal control and development. *#2 - Consultation and cooperation*, *#9 - Realistic goals and self-reliance*, and *#3 - Community and institution interaction: Community members on board/and use of facilities* deal with program and community groups sharing the task in realistic and self-reliant terms with local input into decision-making. *#8 - Multilateral rather than bilateral relationships in overseas assistance*, *#11 - "Witness" missionaries*, and *#12 - Consultation and guidelines in the selection of missionaries* all deal with foreign assistance.

To summarize, the grouping of (1) broad program emphases, (2) social and/or community orientation and outlook, (3) indigenous and personal control and development, (4) program and community groups sharing the task in realistic and self-reliant terms with local input into decision making, and (5) foreign assistance expresses in a nutshell the whole development enterprise.

Whether the empirical arrangement of the education policy guidelines, and by extension the

logic of the "nutshell," prevail with all DWO supported programs should be determined through a more representative sample. Meanwhile, the different order and emphasis of the guidelines in the empirical arrangement might better assist the application of the education policy in future analyses of, orientations to, and organization of existing and new programs. As well, it might better assist comparative studies of other organizations and programs.

Discussion of the Qualitative Analysis of the Budget Policy

With an annual budget of over $3 million disbursed among 175 odd programs/projects around the world, the budget process at the DWO has to be systematic. The annual process involves program based reviews, including program changes, new programs, and decreases and increases in funding, by all staff and their respective advisory committees, and includes several other tiers of review over the course of a year. Key elements in the process are (1) the presuppositions and orientations of the DWO in its task (recall p. 11), the principal ones being the relationship of trust and the acceptance of partner determined needs and goals; (2) the ongoing dialogue with partners to reach mutual understandings of their respective needs and goals; (3) program and budget decisions that are policy driven; and (4) actual monies on hand--not projected estimates.

Other NGOs (church based or other), government and international organizations likely have systematic year long processes, but comparative studies would draw out similarities and differences in policy presuppositions and budget practices, particularly regarding the elements of a trust relationship, partner determined needs and goals, policy driven program and budget decisions, and monies on hand, as well as quality, efficiency, effectiveness, and success.

Discussion of the Quantitative Analysis of the Budget Data

Several important things stand out in the evidence. First, the shifts away from institutional support and personnel funding to increased program support were apparent, astoundingly so in instances. Second, there was a shift to more no-strings "bloc" funding so partners could disburse monies as they saw fit. Third, 1985 was the high point for total overall disbursements; afterward, a trend of decreasing total overall disbursements was marked. Disbursement patterns were also present; for example, $3,000 - $5,000, or $8,000 - $10,000, or $15,000 - $25,000 over three to five years for specific programs.[31] Finally, there was also a pattern of equitable distribution of

[31] This observation is based on the budget data compiled for all supported programs from 1981 to 1989.

monies to program groups within program areas as illustrated by the disbursements to the Philippines and Zambia. These shifts and patterns were likely present with the other DWO supported programs, but again a more representative study would determine the degree.

A study of the patterns of funding for DWO mission personnel, particularly the circumstances and other impacts of the 1987 cuts would be worthwhile, as would comparative studies of the similarities, differences, and patterns of program support and funding, and personnel allocations, of co-sponsoring multilateral organizations and other NGO and government organizations.

Discussion of Guba's Model of Policy Analysis

The three levels of policy in Guba's model, policy-in-intention, policy-in-implementation, and policy-in-experience (recall Table 5, p. 19), suited this study well; first, because the DWO's 1984 Education Policy, set up by the Taskforce on Education as a guide to discretionary action, fit the category of policy-in-intention; and, second, because the documentation from the sample of DWO supported programs, representing the "effects" or "outputs" of the policy-making system, fit the category of policy-in-implementation. The third category, policy-in-experience, required site visit reports and evaluations beyond the scope of this study. It points to future research.

In the model, the three policy levels are logically connected and provide a simple framework for examining materials in each category and anticipating a congruence between them, as for example between the 1984 Education Policy and the documentation from the sample programs. The model also holds that particular policy definitions determine certain policy questions, data, sources, methodologies, and products (recall Table 6, p. 21) and, thus, a useful direction to the process of research.

Recalling Table 6, the research of the sample of programs, in terms of the "policy question," demonstrated a broad range of interpretation and discretionary action that followed from the guidelines, that is, technological, institutional development activities to comprehensive, community development activities. For the "data collected," apart from the sample program documentation, the roles of the partners, the Area Secretaries, Advisory Committees, the Finance and Administration Officer, and the Finance and Administration Committee were examined, as were the timing and types of decisions made by the attending persons and groups. The "data sources" included the Area Secretaries and their site-visit reports, the General Secretary, the past-General Secretary, the Finance and Administration Officer, and a former missionary and advisor to the DWO. As well, there were program and evaluation reports from the corresponding sample pro-

grams. The "methodology" involved analysis of the sample program documents and of the interviews with the Area Secretaries, the General Secretary, the past-General Secretary, the Finance and Administration Officer, and the former missionary/advisor. Neither interviews with evaluators or clients nor questionnaire studies were conducted, though they deserve consideration if the scope of the study was greater. The "policy products" included primarily the identification of the range of interpretation and application of the DWO education policy, of a logical congruence between the goals and objectives of the education policy and those stated in the sample programs and of the key roles and discretionary limits of the partners, the Area Secretaries, the Advisory Committees, the Finance and Administration Officer, and the Finance and Administration Committee.

Guba's framework of logical categories and a definition driven direction to the research process proved relatively simple, comprehensive, and initially very useful. The interpretation of research results, however, was more complex in view of his underlying naturalistic paradigm (see Guba and Lincoln, 1982b).

The model presumed an idiographic[32] body of knowledge describing the case. The idiographic knowledge was based on the spectrum of realities of the data sources--i.e., based on the realities of the Area Secretaries, the General Secretary, the past-General Secretary, the Finance and Administration Officer, etc. and their interpretations and applications of the education policy, and their relationships with the partners--and on the interaction of the inquirer with the data sources, the education policy, and the sample documentation. As such, thick descriptions of the individual sample programs were anticipated in order to discern any patterns which might also, through inductive analysis, plausibly transfer to other situations. Thus, many findings arising from the purposive sample of programs regarding the education policy guidelines, in both qualitative and quantitative terms, appeared very plausible conclusions for all DWO supported programs, and relatively plausible predictions to compare with other NGO, government, and international organizations. Results from a more representative sample, and actual comparative studies, would likely justify and strengthen these claims.

The model also presumed that the values inherent within the context of the inquiry would give definite boundaries and meaning to the reported results: in the analysis of each sample program,

[32] Here in this segment, the underlined terms are used with the naturalistic paradigm. The quotes denote special terms used in Guba's model.

as well as the summary analyses, the findings were reported in terms of the values inherent in each guideline!

The trustworthiness of the findings, i.e., the repeatability of the steps in the study and the confirmability of the data, are relatively facile, though other researchers might emerge with different designs and results. The transferability of the findings were indeed tentative, being most relevant to other DWO supported programs, but cautiously applied to other contexts. Finally, the credibility of the study--the similitude of the data reported to the phenomena represented--will be judged, apart from its inherent logical and scientific credibility, by the study's sources, the DWO's Area Secretaries, General Secretary, Finance and Administration Officer, among other representatives.

In summary, Guba's model was useful in providing a simple logical framework for categorizing and analysing the education policy, defined as a guideline, in terms of intention, implementation, and experience, as well as providing a measure of guidance to the whole research process in terms of data, sources, methodology, and products based on the policy's definition. It was also useful in the study's analysis and findings, even though it required an understanding of the assumptions, means, and ends of the naturalistic paradigm: reality and therefore the education policy and its outcomes were constructs of the perceptions and actions of the multiple actors, conditions, and processes in each particular sample program's context; the findings were emergent with the design of the study, the research, and the idiosyncratic knowledge described by and through the interaction of the inquirer; and the application of the findings to other partner, NGO, and government contexts was limited by adequate thick descriptions of the case and subsequently relevant inductive analysis and reasoning.

On another level of analysis, that of how the findings relate to Guba's model of policy analysis, the model anticipates that policies-in-implementation, following from policies-in-intention, would be framed in terms of "sets of tactics," "expectations," "norms," and/or "effects," and based on the corresponding policy-definitions. As the model assumes a logically hierarchical relation between policy-in-intention and policy-in-implementation, so to does the assumption apply to the policy types. Thus, rationally, if one started with a policy-in-intention as "guidelines," one would expect the logically subsequent types in an analysis. Therefore, one would anticipate empirical data to show expressions of most if not all the types, whether for the DWO itself or any one of the sample programs.

A description of the policy types in the case of the DWO would be as follows. The policy

(1) "ends" could be described as service overseas to assist developing areas worldwide based on the Christian mission to all peoples and which focuses on the development of peoples, in particular the marginalized, underprivileged, and the poor. The (2) "rules" could be described as partnerships with Christian and similarly oriented secular groups based on trust and confidence in their determination of their own goals and objectives. The (3) "guidelines" would be described as the education policy as a whole, particularly the focus on the shift in emphasis from formal institutional support to more comprehensive, community development programs, as well as the greater emphasis on indigenous personnel development.

The (4) "set of tactics" would be the support of Christian and like-minded secular groups, as the UMN, UCCP, CCZ, EDA, and Sistren, which focus on formal and non-formal education programs for the marginalized, underprivileged, and poor, in particular women, girls, youth, and students. The (5) "expectations" would mirror the individual elements of the education policy as for example, cooperation and consultation with partners, and between them and constituents and clients, awareness, justice and peace, service to a cross-section of society, and a global outlook, etc. The (6) "norms" would include the evidence and judgements about the regular happenings at individual program sites in relation to each of the elements of the education policy guidelines. Lastly, the (7) "effects" would include reports and judgements on the successes, failures, and changes at individual program sites. If the study had included (8) "encounters," reports from program staff, their constituents and clients as they perceived and experienced the education policy would be described.

Similar descriptions about each of the elements of the model as they applied to each of the sample programs could also be easily made.

In the model, the justification for congruence should be that the findings show evidence of, and are reported in terms of the policy-definition of each particular policy type, thereby demonstrating the clear logical relationship between the types expected by the model.

In this study, however, the evidence from each sample program was reported *in terms of the values inherent in the guidelines*, not in terms of the policy-definitions of the policy types, even though the evidence could have been likely reported in those terms to enhance the focus of the results. The reason was that the objective of the study was to demonstrate the general congruence between the stated goals and objectives of the education policy and those stated by the sample of programs, not the specific congruence between particular policy types.

A further point needs to be made. It should be noted that the choice of orientation to a

policy, as here where it was seen as a "guideline" for discretionary action rather than a set of rules or an end, will affect, as it is a context sensitive issue, the tone and application of the policy. This was quite evident with the DWO where an element of leniency and range of impact and success was present due to the concession to partner determined goals and objectives and assessments.

Before leaving this discussion of Guba's model, a couple of further issues should be addressed. First, the model did not point the inquirer to, but did not discount, quantitative analysis. The quantitative assessments in this study of the number of statements in the documentation made in connection with the individual policy guidelines, as well as the quantitative assessments of the budget data, were exercises independent of Guba's model which considerably enhanced the research. This suggests research would be enhanced by a mix of, and dialogue between, qualitative and quantitative methods.

Lastly, the discussion of the qualitative analysis of the policy guidelines from the "purposive" sample (à la naturalistic paradigm) pointed to several trends further or better verified by a more "representative" sample (à la rationalistic paradigm). While a representative study would likely produce results consistent with those of the purposive sample, a mixed, dialogical approach to research involving both rationalistic and naturalistic assumptions and practices should have probable and fruitful results. Further philosophical and empirical work, however, is required here.

Discussion of PPBS and DWO Budget Practice.

The primary indicator of program budgeting practice was the budget data itself, rendered in Tables 2 and 3 (pp. 5 and 6) according to country, organization, program units, and dollar inputs. Due to the variability of groups from different cultures and conditions around the world, dollar "inputs" (as per program budgeting) are the best measure for the DWO instead of "expected outputs and outcomes" (as per performance budgeting) which would be inappropriate and best left to the partners to determine. To briefly review the Planning Programming Budgeting System, recall Table 8 (p. 33).

In the task of "planning,"[33] the DWO "identified and selected" various goals and objectives in its Mission Statement (updated in 1985), its 1984 Policy for Educational Assistance, and other statements. The range and variety of programs supported around the world exhibited by the

[33] Here in this segment, quotes denote terms from the PPBS model, unless otherwise evident.

sample of programs examined in this study are evidence of "alternative courses of action" pursued to achieve the policy goals and objectives. The evidence, however, apart from the selection of singular programs from among several others in a program area, did not point to "systematic analysis" of alternative courses of action, since programs were partner determined and the result of established, evolving historical relationships. That the partners systematically analyzed alternative courses of action in their program selection was neither evident. The examination of the merits of the various programs, with their relative costs and benefits, by the DWO in consultation with partners before their acceptance for funding approximates this practice, particularly, when new initiatives are considered under the guideline of "new forms of education."

With "programming", the values and guidelines assumed in the forementioned policies steer the courses of "preferred" action and activities that the DWO supports. While evidence shows the DWO sets "priorities" with its policies, as that given to new forms of non-formal, community education programming over formal, institutional programming, the evidence for "ranking" suggests a less hierarchical and more equitable practice as in the equitable disbursements among program groups in the Philippines and Zambia. Ranking alternative courses of action and setting priorities was not evident with the sample program partners.

In "budgeting," DWO planning and programming decisions are translated into dollar inputs. These are displayed in the form of (a) past year - budget and actual, (b) current year - budget, and (c) projected year - budget. Multiyear commitments are made to new programs for up to five years. As noted earlier, DWO budgeting is based on expected revenue from cash in hand, that is money already in the bank, plus the total income expected from interest gains and capital investments for the projected year. The difficulty noted earlier with this practice, even though it helps ensure funding for the upcoming year, is that partners, who are financially strained and often unsure of their programming from year to year, and who depend on multiple sources for funding, find it hard to provide budget estimates in April of the current year for the following year.

The "evaluation/assessment" aspect of PPBS is difficult for the DWO. As partners are treated as equals the DWO does not engage in direct evaluation/assessment. Rather, through cooperative dialogue and on-going visits (which are neither constant nor systematic), DWO staff share indirect evaluative assessments of issues, concerns, merit, worth, and performance, and demonstrate these assessments when policies are exercised and financial outlays are made. More direct evaluative assessments may come from other organizations who share support of the work of partners with the DWO, as seen with the Environmental Development Agency in South Africa, or from direct

DWO involvement in an evaluative assessment if the DWO is invited to participate, as seemed to be the case with the Christian Council of Zambia.

DWO Budget Practice vis-a-vis Frank's PPBS Typology

Frank's model assumes not all component elements of PPBS are present and seeks to establish which ones are. The analysis of DWO budget practice vis-a-vis Frank's typology (recall Table 7, p. 28) found that budget data were displayed both according to "administrative unit"[34] and "program category." "Multiyear program impact data" were considered to the degree that budgets for the projected year were considered early in April of the current year, and to the degree that programs were supported on a continuing basis or on a grant system of two to five years. Although "indirect impacts" could be anticipated, they were not as they were beyond the scope of DWO consideration; as programs take place overseas, the authorities at the client programs can better consider these impacts.

"Inputs" are easily measured in dollar terms. "Effects," though, are better measured again by the partner even though the DWO has its policy priorities. In the end, effects are normally reported by the partner in annual reports, or on occasion by Area Secretaries in reports following site visits. "Existing programs" are most often the sources of analyses, while alternatives, in the form of new proposals, are only occasional sources of analysis. Partners are again in the better position to analyze alternatives, if they do so. Finally, the education policy (among the DWO's other mission statements) is as close to an "explicit goal statement" as the DWO will get; partners, on the other hand, have to make reasonably clear and explicit goal statements to get their programs accepted for funding.

The aim of Frank's model is to assist the assessment of the degree between minimal and ideal levels that component elements of PPBS are used in a given practice. In this case, the model was useful to determine that DWO practice approaches ideal levels with the display of both administrative and program categories, with the consideration of multiyear program data, and with explicit program (in this case policy) goal statements. It also helped determine that DWO practice approaches minimal levels in its measurement of direct impacts (it only supports programs) and inputs (it only makes budget outlays).

Interestingly, the nature of the relationship between the DWO and its partners affects these minimum levels of PPBS practice: as programs take place overseas with partners determining

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[34] Here in this segment, quotes denote terms from Frank's typology, unless otherwise evident.

their own goals and objectives, the partners are better able to assess the indirect impacts and effects of their programs. The implication for PPBS, and Frank's model, is that the impact of the type of relationship between working partners should be considered.

The Utility of PPBS to the DWO

To summarize, the DWO already practices most aspects of PPBS, though some are affected by the nature of its relationship with its partners. To more fully practice PPBS practices, the DWO would have to consider greater examination of alternatives, benefit-cost analyses, the ranking of alternatives according to its policy priorities, as well as more direct evaluative measures and practices.

However, while the DWO could adopt these component elements of PPBS, DWO efforts would likely not compromise the integrity of its position of conceding to its partners the design, development, and evaluation of their own programs. Anything would have to be mutually conceived and appropriate at least in terms of means, as at least a regular process of review, and would be likely a medium-term goal.

The Synthesis of Guba's Model of Policy Analysis and the PPBS Model of Program Budgeting: A Dynamic Model of Policy-Analysis and Policy-Making

As discussed, the Guba model of policy analysis and the PPBS model of program budgeting were so logically complementary, that Table 21 (p. 78) emerged, depicting each model as a distinctive part that illuminated the other. In developing the model, it was assumed that as much policy activity reflected the broad concept of programming, it was an easy, logical, and necessary step to include program budgeting as a major element of the process. As well, it was assumed that the synthesis was of a policy-analysis model and a policy-making model logically linked like mirrors to reflect each other. Thus, Guba's model provided a policy-analysis framework for a range of types of policy configurations, which could assist decisions of what policy elements might be, as well as a schema for categorizing and analysing them, while PPBS provided a policy-making framework for the process of determining (1) the policy goals and objectives, which could be based on the policy configurations of Guba, (2) the alternatives to choose from, which could be framed in Guba's policy-definition terms, (3) the preferred choices, realistically chosen from cost-benefit and social-political feasibility analyses, and supported by resources, and (4) the evaluative assessments of the outcomes. In this way, with each element of the component models having a logically related equivalent, the image of pouring one side of the model into the other,

and vice-versa, typified the relationship between the two and gave an indication how each schema could give the other an additional frame of reference, set of inherent values, process to work with, and more dynamism.

Thus, the model looks comprehensive, discrete, and useful in part or as a whole, especially with the direction given by the policy definitions to policy elements and/or data, sources, methodology, and products.

The value of the model was quite readily apparent from the fruits of this study. For in this study of the DWO education policy and budget practice, the presence and absence of data for most of the components of each model were sought and found (even for those elements of policy-in-experience and evaluation/assessment not actively sought). Although, the data were reported largely in terms of the inherent values of each policy, the values and logic inherent in the models were present and expressed.

Further, with the assumed logical connection in terms of policy goals and objectives between PPBS and Guba, and the assumed logic between the policy goals and objectives and budget allocations of PPBS, the evidence from this study where the budget data showed budget decisions arising from and reflecting the goals and objectives of the education policy offers empirical proof of the new model.

There is something, however, that would greatly increase the comprehensive strength and value of the model. That would be to incorporate Frank's model and its highly relevant dichotomous measure of partial-system elements on a continuum between minimal and ideal manifestations of data configuration aspects, analytical aspects, and political-bureaucratic factors. This study already found value in using the dichotomous measure of minimal and ideal manifestations of PPBS in DWO budget practice successfully. It would be a short step to include Frank's material in the new model, but will have to be developed elsewhere.

Conclusion

The 1984 education policy of the Division of World Outreach was a particularly interesting case study as it was not one of members at an organization sitting down to develop a policy from scratch. Rather, as with most long standing organizations, members looked at what they were doing, how well, and then set about determining what they wanted to achieve and how. In the process, the DWO challenged itself and its partners to assess what was happening and where things would go, and then articulated in their first written policy on educational assistance what

in fact was going on, placing relative emphasis on those aspects to which they wanted to give more and less priority. The policy gave the DWO a framework, a guide, a means, a process to participate with its partners, deal with newcomers, and influence the direction of programming.

A major pillar of the policy was the relationship established between the DWO and its partners. A characteristically loose relationship based on trust, confidence in, and dialogue with, each other, partners were entrusted to determine their program goals and objectives and means of achieving them, while the DWO, in good faith, exercised a degree of influence with its policy priorities, periodic site visits, and annual review during the budget process. The outcome of this relationship was a mutually adapted set of activities implemented by the partners which reflected the general theological/philosophical and political/social orientations of the policy and, thus, a wide range of programmatic interpretations and applications of it. This was demonstrated by the data examined in the study: the stated goals and objectives of the sample programs exhibited a wide range of programmatic activities and were largely congruent with the stated goals and objectives of the education policy, despite demonstrating mixed results in their implementation.

This congruence was important. For it addressed the policy question of whether or not a "loosely-coupled" relationship between policy and programming can efficiently and effectively have impact. In this case, where the loose relationship is governed by distance and culture, and sometimes language and religion, the congruence demonstrated that the policy had impact and was reasonably effective. The congruence also addressed discussion pertaining to the PPBS model of program budgeting. For with the PPBS model, budget policy and therefore allocations must logically arise from the goals and objectives of the relevant policy. DWO budget practice arises logically from and consciously reflects the education and other policy goals and objectives.

How efficient and effective was the education policy? The data suggested that although the new policy met resistance and that to honour historical relationships its implementation was slow, the policy was effectively used to de-emphasize formal, institutional support in favour of more non-formal, comprehensive, community development, more indigenous personnel development and control of programming and administration, and more emphasis on poverty, justice, and social change. The changes emphasized by these policy orientations were particularly evident by the reports from all the sample programs in 1989.

The data also showed, however, over the years a characteristic of all new policies: qualitative lapses, difficulties, and issues in all of the sample programs, particularly at the EDA where they were not doing what they said they were, and at the CCZ where a complete structural change was

needed. The crucial issue here is evaluation. While the DWO concedes this activity to its partners and does not see it as their role, quality, efficiency, and effectiveness must be issues regardless of cultural setting or bias; the evaluative activity is essential to the achievement of policy and program goals; otherwise, to allow monies in already strained situations in developing areas go to waste is improper and immoral.

Now the DWO annually reviews supported programs during its budget process, adding to that information from infrequent site visits and shared information from co-sponsoring multilateral partners. As well, the education policy does include an evaluation component, but it appears to be a voluntary, irregular, and non-direct process with the partners, which the evidence bears out. To elevate the situation and enhance the chances that what is said is being done is done, it would be prudent and valuable in this context of trust and mutual dialogue, to develop a consensus of meaning and mutually acceptable measures and practices, at the very least, a more direct and regularized process of review, and perhaps a three-five year cyclical review.

While evaluation stood out as one important issue, several other issues should be examined by the DWO and its partners for mutual benefit and improvement. In summary, they are:

1. To exercise caution over whether or not to explicitly refer to theological/philosophical grounds in statements of goals and objectives lest the value of their focus and emphasis be lessened or lost.
2. To ensure authentic consultation between the DWO and its partners and particularly between the partners and their constituents/clients for more accurate expressions of needs and real ownership of the activities.
3. To examine alternatives with benefit-cost and social-political feasibility analyses, and set and rank priorities, particularly in relation to funding requests and allocations.
4. To increase pressure for more local, democratic representation on decision making bodies and enhance decision making skills of the indigenous people.
5. To also exercise caution with or without explicit references to justice and peace lest the value of their focus and emphasis be lessened and lost too.
6. To embrace activities which bridge the logical and necessary connections between awareness, critical evaluation, and action and thereby lead to responsible social activity, a global outlook, and justice and peace.
7. To enhance efficiency and effectiveness--and therefore realism and self-reliance in funding requests and allocations--through mutually developed practices of regular review/evaluation.
8. To re-assess the relative emphasis given to individual guidelines when applying the education policy in view of the empirical arrangement found in the data analysis of this study.

Some answers to and/or examples of successes for these issues might be found by studying a more representative sample of supported programs, or from a site-visit research, or even from

comparative examinations of other NGOs, government, and international organizations. For now, though, greatly increasing the practice of consultation with partners,[35] and with roundtable colleagues, with these issues in mind, should help considerably.

Overall, the 1984 Policy for Education Assistance Overseas and the Budget Policy of the Division of World Outreach of the United Church of Canada, in their general and specific orientations and practices, mirror leading edge development literature, particularly that acclaiming the value and success of indigenous people taking personal ownership and control of what, where, who, and how of development, and specifically through more integrated, comprehensive, and total person and community development. On the whole, the 1984 education policy had an impact and affected change in all the sample programs; as well, the stated goals of the sample programs exhibited a congruence with those of the education policy, even though there was room for improvement; and, budget allocations of the DWO were logical expressions of DWO (education and other) policy intentions.

With regard to the discussion of the analytical frameworks, Guba's simple yet comprehensive framework was quite useful in directing the logic, certain processes, and the interpretations of the findings of the study, even though it required an understanding of the relevant naturalistic paradigm. It also helped assess the general congruence between the education policy and the sample programs. While the findings were not reported in specific terms of each of Guba's policy types, the exercise would have given greater precision to the findings.

Apart from being a logical expression of DWO policy goals, the DWO's budget practice assessed through Frank's useful typology reflected most elements of PPBS practice ideally, with a few reflected minimally because of the DWO's particular relationship with its partners.

As for the synthesis of Guba's and the PPBS models, the dynamic model of policy-analysis and policy-making looks very promising, particularly with the possible enhancements of Frank's component elements.

Finally, both the 1984 Policy for Educational Assistance and the Budget Policy of the Division of World Outreach, with their progressive Christian orientations serve well as exemplary models to compare with other NGOs, government, and international organizations.

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[35] Some Area Secretaries felt that the practice of consultation could be greatly improved.

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Appendix A

List of Documents Examined for All Sample Programs in All Years

United Mission to Nepal.

1981-1	'70 Constitution	1985-1	84/85 Annual Report	1989-1	EC minutes Oct. 89 General Agreement with His Majesty's Government of Nepal.
1981-1B	Purpose and Purposes	1985-2	Pokhara-Gandaki Boarding School Prospectus	1989-2	EC Minutes 18/89, 19/89
1981-2	Statement of Mission	1985-3	'86 Constitution Bylaws	1989-3	89-90 Plans for Education Sector.
1981-3	'81 Annual Education Report				

United Church of Christ in the Philippines.

1981-1	Letters on Human Rights	1985-1	Five year Assessment of Human Rights Consultation	1989-1	Project Sower
1981-2	General Objectives of the Human Rights Consultation	1985-2	Program priorities of the Human Rights Desk	1989-2	Christian Education and Nurture
1981-3	Human Rights Report on Activities	1985-3	Galilee Program	1989-3	Partnership in Mission
1981-4	Kamalayan (Southern Lauzon)	1985-4	Witnessing in the Islands	1989-4	Joint Consultation: UCCP and Related North American Churches
1981-5	Institute of Religion and Culture	1985-5	Faith and Order Committee	1989-5	Statement of November 13-16 '89: Joint Consultation
				1989-6	Quadrennial Program Thrusts
				1989-7	Brief Description, Quadrennial Program Thrusts

List of Documents Examined for All Sample Programs in All Years - continued

Christian Council of Zambia					
1987-1	Women's Work Department	1985-1	Budget Statement for 1986	1989-1	Letters: to Paula B.; from Paula B.
		1985-2	Report of visit by J. Kirkwood	1989-2	Evaluation of Christian Council of Zambia
		1985-3	Letter of J. Kirkwood on Budget Support		
		1985-4	Commentary on '86 Budget		
Environmental Development Agency					
1981-1	Report on Fieldwork	1985-1	General Meeting, September '85	1989-1	88/89 Evaluation Report
1981-2	Education and Research Report	1985-2	NOVIB Evaluation	1989-2	Evaluation Response
1981-3	Sourcebook Project Report	1985-3	Principles, Problems in Rural Organization	1989-3	EDA Newsletter
1981-4	Alternative Media Programme Report	1985-4	Letters and Contract '85		
1981-5	Administration and Resource Centre Report	1985-5	History and Mandate of EDA		
Caribbean Jamaica - Sistren					
		1985-1	Financial Statement	1989-1	Summary Report, Regional Technical Assistance Program
		1985-2	Belize tour		
		1985-3	Three year plan '86-'88		

Appendix B

Sample Content Analysis Data pertaining to the Sample Program - United Mission to Nepal

CONTENT ANALYSIS DATA — PROJECT: UNITED MISSION TO NEPAL

Policy Statement No. 1	Year 1981	Year 1985	Year 1989
The educational project in its goals and methods should be consistent with the theology and missiology of the related partner churches and with the ongoing process of dialogue with the United Church of Canada.	1: [T]. . .To minister to the needs of the people of Nepal in the Name and Spirit of Christ. [T] To make Christ known to them by word and life. [M]. . .A fundamental principle is to train the people. . . .to undertake the proper care and treatment of the sick, the prevention of disease, the education of children and adults, and the development of agriculture and industry in the service of the country and the Church. [M&T]. . .To help in strengthening the Church and its total ministry. 1e (b): [M] Purpose of education work of UMN: to minister. . .in such a way that the people will be equipped with knowledge, abilities, skills, and character of self-respect, respect for the environment, self-competence, and leadership which will give them the opportunity to express their potential in and for the society in which they live. This work will be done in ways which demonstrate our Christian concern for all mankind, particularly the underprivileged. 2: [M&T] Formal education: national and local levels - primary, lower secondary,secondary, teacher training institutions; vocational, technical, specific and general education appropriate to culture and society consistent with Christian faith.	3: A: [T]. . .To minister to the needs of the people. . .in the Name and Spirit of Christ, and to make Christ known by word and life, thereby strengthening the universal church in its total ministry. B: [M]. . .in so doing, [the] purpose of the United Mission to undertake the proper care and treatment of the sick, the prevention of disease, the education of children and adults, the development of agriculture and industry, and such other activities as are conducive to the fulfilment of the purpose of the United Mission. C: [M]. . .a fundamental principle is. . .to train the people of Nepal in professional skills and in leadership.	Not applicable. [Commentary: Process of dialogue with DWO has to be deduced from documentation possessed by the DWO and by Area Secretary reports of annual meetings etc. from visits undertaken from time to time.]

T - Theological Statement. M - Missiological Statement. M&T - Missiological and Theological Statement.

CONTENT ANALYSIS DATA — PROJECT: UNITED MISSION TO NEPAL

Policy Statement No. 2	Year 1981	Year 1985	Year 1989
There shall be consultation and cooperation between the educational initiatives of the partner church and their Christian institutions of learning.	2: Formal Education: National and local level primary, lower secondary, secondary, teacher-training institutions; vocational, technical, special and general education appropriate to culture and society, consistent with Christian faith. Secondment of teachers, principals, other staff in consultation with school site. Non-Formal Education: cooperation with government and other UMN projects to develop resources, attitudes, skills in non-formal education techniques to be used in any activity seeking appropriate education for adults and children, special emphasis on those who do not have access to formal institutions. 3: Formal Institutions: Pokhara Boarding School, Mahendra Bhawan School, Gorkhi Schools, Jumla-Karnali Technical School, Business and Secretarial School. Education Service Office: (a) Material Development Program (b) Cultural Resource Office (c) Consultant Librarian Office. [Commentary: Process of dialogue with all above in order to assist in the filling of posts and discussion of aims and objectives.]	1: Mahendra Bhawan School: Hostel worker, school nurse, representative on school management committee. Gorkha School: 9 posts filled. Pokhara regional School: transition to English medium school. Jumla-Karnali Technical School. Education Service: education secretary, cultural resource worker, material development coordinator, consultant librarian, non-formal education consultant, language consultant. [Commentary: Not a church, a mission. No established church in Nepal. Agreement with HMG/N explicit against proselytizing.]	4: permission to work in local schools withdrawn, i.e., primary school teaching stopped. [?] 1: 1.3: UMN conducts its activities in the fields of education, health, rural development, engineering, and industrial development, and in other fields mutually agreed upon with the government ministry. [?] 1.4: support of other non-UMN projects/ organizations through secondment upon mutual agreement of concerned program or organization. Education Department Annual Report· Gandaki Boarding School. Jumla-Karnali Technical School. Teacher Training: Pokhara and Butwal. Education Support Office: Jumla Liaison Officer nepalized; consultant librarian based at UMN central library; non-formal education consultants (consultation on district NFE program with government); secondment to new Council of Technical Education and Vocational Training. Awaiting agreement on Primary Teacher Training program with government at Tribhuvan University.

CONTENT ANALYSIS DATA — PROJECT: UNITED MISSION TO NEPAL

Policy Statement No. 3	Year 1981	Year 1985	Year 1989
There shall be close interaction between the educational institutions and the community in which they are located so that there may be a mutual sharing of problems. Thus, it is desirable that the link with the community be reflected in the composition of boards of trustees, etc. and that perhaps some of the facilities of the institutions be placed at the disposal of the community.	1d: Jumla Technical School. Business and Secretarial School. Non-formal education, therefore, non-formal educator, functional literacy worker, rural youth training program. 3: Karnali Technical School: health, agriculture, and building trades. Appropriate teaching program, materials, and training of inexperienced Nepalese. Maternal Child and Ante-Natal clinic. Slow relationship with the community due to start up. Rural Youth Training Program: 9 clubs - 4H style - "learn by doing" method, largely animal projects, e.g, chickens, rabbits, pigs, etc.	1: Jumla - Karnali Technical School: new agreement with government. First full cycle program for all of health, agriculture, construction short courses for local farmers, blacksmiths, and carpenters to upgrades skills. Reforestation, agricultural extension program, knitting program, community health (Ante-Natal clinic), appropriate water power and food storage programs with Tribhuvan University. Work with Nepal Red Cross and other technical schools.	1: Jumla-Karnali Technical school: Grads working in the area. Forestry continues, clinic work too. UMN place there at question - Nepali capability good! Pokhara and Butwal: teacher training for primary education. Tutorial service for children. Examination with HMG/N of district wide NFE program. 2: District wide NFE program as a tool to community development beyond literacy/numeracy. [Commentary: No real evidence of community members on boards, etc. Nor of facilities open to community use other than school.] [Is inference required here? yes!!] Scholarship program - serves needy in many areas. Quite successful. Mostly in-service staff children but many from outlying regions.

CONTENT ANALYSIS DATA — PROJECT: UNITED MISSION TO NEPAL

Policy Statement No. 4	Year 1981	Year 1985	Year 1989
Educational programs should involve participants in both educational institutions and community in a process of awareness raising by which they have a role in the liberation of society and movement towards justice and peace and the emphasis and preservation of national culture. This thrust should not only inform the formal curriculum but be reflected in extra-curricular dimensions in the life of the institution.	1: Non-Formal: educator, functional literacy worker, rural youth training program. 1e: Purpose of UMN education work: to minister in such a way that Nepalese will be equipped with knowledge, abilities, skills, and a character of self-respect, respect for the environment, self-competence, and leadership which will give them the opportunity to express their potential in and for the society in which they live. 2: Scholarship program to give underprivileged a chance at education, especially women, girls, rural area residents, underprivileged, minority social groups. Also Student Assistance Fund. Material Development: materials in Nepali. Cultural Resource Office: These latter two are part of the Education Service Office. 1b: Economic development - alternatives of water power, solar heat, bio-gas, apprentice training. Integrated Rural Development.	1: Mahendra Bhawan School: an all girls school! Pokhara Educational Project: English language school, clubs set up to teach leadership, responsibility, service. Jumla Project: short courses in health, construction, agriculture for local farmers, blacksmiths, carpenters to upgrade their skills - reforestation, agricultural. Training Scholarship Program; Student Financial Aid Fund: priority given to underprivileged, scheduled castes and tribes, women and girls, also remote, poor, and disadvantaged. [Commentary: Issue of orientation to development: i.e., liberation of society, justice, peace, especially tenor or range of activity. Whether Nepalization falls in this category. Positive and negative elements in follow-up discussion.]	1: 1.3: UMN conducts its activities in the field of education, health, rural development, engineering and industrial development, and in other fields mutually agreed upon with a ministry of the government. 2.3: all projects work within framework of HMG/N planning guided by ministries. 2.4: when it is technically, financially, administratively appropriate, projects are handed over to HMG/N on agreement. 3.2: "appropriate training shall be given to Nepalese employees in order to develop the skills of the people of Nepal, and to replace their foreign counterparts at all appropriate levels as soon as possible. 3.6: UMN personnel shall confine their activities to the achievement of the objectives of the projects to which they are assigned, and shall not engage in any proselytizing and political activities, which are outside the scope of their assigned work. Scholarship program. Non-formal education: development of post-literacy materials. Discussion of district-wide NFE program. 3: Butwal Project: technical school: promotion throughout Nepal of electrical, mechanical, and material development - therefore, training, computers, management, architectural, engineering design, consultancy, accounting and general administration. "To encourage growth of industry and stimulate industrial leadership. . .in whole country by training, service, advice, investment, example. Focus on rural and hill area economic development, research and development, technical and support service.

CONTENT ANALYSIS DATA — PROJECT: UNITED MISSION TO NEPAL

Policy Statement No. 5	Year 1981	Year 1985	Year 1989
The educational project should be seeking not only to prepare students for responsible social activity in terms of the local and national situations, but also to inculcate a responsible global outlook.	1: . . .A fundamental principle to train the people. . .to undertake the proper care and treatment of the sick, the prevention of disease, the education of children and adults, and the development of agriculture and industry in the service of the country and the Church. [local and national] 1b: To train Nepalese to do our tasks in professional skills and in leadership. 1e: . . .That they will be equipped with knowledge, abilities, skills, and a character of self-respect, respect for the environment, self-competence, and leadership which will give them the opportunity to express their potential in and for the society in which they live. "This work shall be done in ways which demonstrate our Christian concern for all mankind, particularly the underprivileged". [Commentary: not much in terms of global outlook unless we speak in terms of "total ministry of the church".]	1: Pokhara Education Project: English immersion (might be seen as a way of inculcating global outlook). Clubs: leadership, responsibility, service. Teacher training. [Long on what UMN is doing, short on impacts on Nepalese and what Nepalese are doing.] [Seems that achieving "O" levels and university entrance is a measure of "global outlook" success from UMN standpoint.]	1: 3.2: Appropriate training shall be given to Nepalese employees in order to develop the skills of the people of Nepal, and to replace their foreign counterparts at all appropriate levels as soon as possible. 2.4: When it is technically, financially, and administratively appropriate, hand over to HMG/N on agreement. Teacher training. 2: District wide NFE discussions: to use NFE as a tool to community development beyond literacy/numeracy. 3: Gandaki Boarding School: on-going teacher training in order to teach at international standards as well as provide teacher training for support of outlying areas/schools. Focus on character formation, leadership training, fostering of spirit of service. Development Communication Program: [possible avenue of fostering global outlook - still early stages]. Butwal Project: technical school, country wide promotion as a model - "To encourage growth of industry and stimulate industrial leadership. . .in whole country by training, service, advice, example. Focus on rural and hill economic development, research and development, technical and support.

CONTENT ANALYSIS DATA — PROJECT: UNITED MISSION TO NEPAL

Policy Statement No. 6	Year 1981	Year 1985	Year 1989
\ :ognizing that preparation for the job market and personal fulfilment are educational goals, a fundamental purpose of educational programmes of Christian institutions should be to develop critical judgment in regard to the problems of society. The critical perceptions developed here should be reflected in the capacity of the institutions for self-evaluation.	1: all!! [Type out...] 1b: to train Nepalese to do our tasks in professional skills and leadership. 1e: Purpose of UMN Education Work: . . . . This work. . . . [Type out] 2: Formal Education: . . .special and general education appropriate to culture and society, consistent with Christian faith. . . .Non-Formal Education: cooperate with government and other UMN projects to develop resources, attitudes, skills in non-formal ed. Technical Schools: Kamali, Butwal. Issue of non-proselytizing, non-political constraint of HMG/N. Statement of Mission: a common witness for Christ by reflecting the values of the kingdom of God in models of community and in personal relationships in redemptive activity and justice. . . .participate in the development of persons. . . .by our commitment to the development of persons in their skills, character, leadership and in their relationship to Christ. . . .by encouraging responsible participation in personal roles as members in a family and local community; as citizens in a nation; and as seekers after justice and righteousness. . . .by discovering and channelling potential in neglected peoples. . . .participate in community development by stimulating community decision-making processes. . . .by participating in an integrated way, alert to the danger of creating dependency and the need to give priority to the neglected. Under agreement with HMG/N we would participate in the development of Nepal, affirming the Nation's social and cultural identity, and by focusing on selected issues. . .equity and justice, poverty and its causes, ecology, village and cottage economy.	1: Jumla project: short courses for farmers, carpenters, blacksmiths to upgrade skills. Technical schools - greater priority given by HMG/N push to expand.	1: 3.6: non-proselytizing, non-political constraint. 1.3: projects mutually agreed upon with ministry of government. 2.3: all projects work within framework of HMG/N planning guided by ministries. [How constraining is this?] More evidence of Nepalization: School principals, Language and Orientation Program. Asianization. Evaluation. Reports on projects - some evaluation. 3: Over time, removal from Gandaki Regional School (no longer needed), therefore, move to another evaluation of expanded role of NFE as a tool for community development.

CONTENT ANALYSIS DATA **PROJECT: UNITED MISSION TO NEPAL**

Policy Statement No. 7	Year 1981	Year 1985	Year 1989
The education programme should serve a cross-section of society and not just a restricted group; similarly, the goals and methods should be designed to motivate students to serve the wider community and not just personal or class interests.	1: Formal Education: National and local levels primary, lower secondary, secondary, teacher-training institutions; vocational, technical, special and general education appropriate to culture and society, consistent with Christian faith. Non-Formal Education: cooperate with government and other UMN projects to develop resources, attitudes, skills in non-formal education; techniques to be used in any activity seeking appropriate education for adults and children, special emphasis on those who do not have access to formal institutions. 3: Mahendra Bhawan School: girls boarding school. Training and Scholarship Program: for deserving Nepalese to study higher education--in-service UMN employees of UMN related institutions, women and girls, remote area people, underprivileged or minority social groups. Also Student Financial Assistance Fund. [Commentary: No sense of wide community service??]	1: Mahendra Bhawan School: for girls. Pokhara Education Project: clubs for leadership, responsibility, and service. Jumla-Kamali Technical School: short courses for farmers, carpenters, health workers to upgrade skills. Reforestation program, agricultural extension program, Community health program. Training and Scholarship Program: priority given to underprivileged, scheduled castes and tribes, women and girls. Student Financial Assistance Fund: priority given to girls before boys from remote, poor, disadvantaged groups. [Issue is whether by doing these projects the example is strong enough to have Nepalese follow suit.]	1: 3.2: Appropriate training shall be given to Nepalese employees in order to develop the skills of the people of Nepal, and to replace their foreign counterparts at all appropriate levels as soon as possible. Karnali Technical School: grads working in the area. Training and Scholarship: increased use for training (UMN employees) inside and outside Nepal. Encouragement of women and girls. 2: Negotiations with HMG/N for district wide NFE program as a tool for community development beyond literacy/numeracy. 3: Gandaki Boarding School: English medium "O" level instruction and teacher training. Assistance to needy boys and girls (increase in girls). Aims of character formation, leadership training to foster spirit and service. Teacher training: HMG/N goal of universal primary education by 2000. Therefore, teacher training of quantity, quality. Scholarship and Training Program: for students in need and in-service personnel (upgrading skills for good functioning of UMN) in all sectors, i.e., health, development projects, schools) expansion of service of women. Butwal Project: To encourage growth of industry and stimulate industrial leadership. . .in whole country by training, service, advice, investment [talk seems mostly focused on UMN and not on the students/beneficiaries; little sense of how - spirit of service is encouraged other than through clubs.] Example: focus on rural and hill area economic development research and development, technical and support service.

CONTENT ANALYSIS DATA

PROJECT: UNITED MISSION TO NEPAL

Policy Statement No. 8	Year 1981	Year 1985	Year 1989
If possible, and especially in cases where oversees assistance is sought, multilateral rather than bilateral relationships are preferable for institutions.	4: Fact sheet: "composed of 38 member missions and churches, with 335 missionaries from 18 countries working in many professional areas across Nepal. **Note: Bilateral agreement with HMG/N and UMN.		1: Study of support in personnel from various cooperating organizations over the years, i.e., from 1954-1989. Includes discussion of Asian support. From Scotland, USA, Canada, Britain, Finland, Japan, Korea, India, etc. Very inter-denominational. 388 mission workers from 46 mission members. **Note: Renegotiated agreement between HMG/N and UMN.

CONTENT ANALYSIS DATA PROJECT: UNITED MISSION TO NEPAL

Policy Statement No. 9	Year 1981	Year 1985	Year 1989
Educational institutions should be encouraged when they seek realistic goals of self-reliance, and any projects accepted for funding should be for specific purposes and within a definite time frame.	Comment: all projects are designed on institutional terms, i.e., long term set up of schools, long term assistance in non-formal education and community development, e.g.. 3: start up of Bokhara, GAMV Boarding School. Realism seen in up/down of teacher supply at schools, and in trying to meet demands for teachers.	1: Input of HMG/N to emphasize regional schools - Pokhara Educational Project - with English medium instruction and "O" level curriculum. Also Jumla-Karnali Technical School given new priority emphasis by HMG/N. Eg., of self-reliance - Nepalization. Language Activities/Resource Centre: Now a totally Nepali run organization contracted by UMN. Emphasis on teacher training, esp. ability to train at international level and to serve outlying schools. [UMN's own aim is to be self-reliant with professional skill upgrading of staff.]	1: 3.2: Appropriate training shall be given to Nepalese employees in order to develop the skills of the people of Nepal, and to replace their foreign counterparts at all appropriate levels as soon as possible. 3: Gandaki Boarding School - Nepali principal a good leader. Issue of UMN place at school becoming a question as Nepalese quite capable. Discussion of moving to another regional school upon withdrawal from Gandaki. Business School: support personnel training for both UMN and other organization. Other aims at self-reliance: Primary Teacher Training Program in conjunction with Tribhuvan University - awaiting agreement with HMG/N: in response to aim at Universal Primary Education by 2000. Therefore, quantity, quality and professional attitude of teachers needs work and training. Development Communications Project: joint effort with INF (NGO). Stated aim to be self-sufficient and supporting through service to clients and from donors who contribute to capital costs. (Problems: realism: slow demand, untrained staff, aging equipment, difficulty of training and repair in Nepal. Butwal Project: Development and consulting service alongside Technical school. Electrical, mechanical fields and materials development promoted throughout Nepal. "To encourage growth of industry and stimulate industrial leadership. . .in whole country by training, service, advice, investment, example. Focus on rural and hill area economic development, research and development, and technical and support service.

CONTENT ANALYSIS DATA — PROJECT: UNITED MISSION TO NEPAL

Policy Statement No. 10	Year 1981	Year 1985	Year 1989
Institutions should be free of foreign control and personnel should be predominantly indigenous. There should be on-going programs for faculty development.	1: Fundamental principle to train (Nepalese) to undertake. . . . 1b: To train Nepalese to do our tasks in professional skills and leadership. 1e: To minister in such a way that they will be equipped with. . . . 2: Training: Nepalese in professional skills and leadership and with on-the-job training and formal education. 3: Training and Scholarship Program: . . .in service UMN employees of related UMN institutions. . .(in order to improve UMN and UMN projects). Business and Secretarial School: upgrading staff skills; also non-UMN people. Gorkha Schools: recognition of up and down numbers of seconded teaching staff [indicative]. **1975: General Agreement w/ HMG/N: #6: UMN shall in all its activities attempt to work within the framework of HMG/N planning and shall ask for advice and guidance of concerned departments of HMG/N regarding execution of the projects in which they are involved.	1: Good number of teachers to fill posts, but more needed for teacher training and curriculum development. Mahendra Bhuwan School - representative on school management committee. Gorkha Schools - nine posts in three schools filled. Training and Scholarship program - in-service training. Library Training - primary aim to train local staff and upgrade facilities, e.g., Health Science Library, Gandaki Boarding School, Kamali Technical School.	1: 1.4: Support of non-UMN projects through secondment upon mutual agreement with concerned organization or ministry. 2.3: All projects work within framework of HMG/N planning guided by ministries. 2.4: Where it is technically, financially, administratively appropriate, hand over project to HMG/N on agreement. 3.2: Appropriate training shall be given to Nepalese. . .to replace their foreign counterparts as soon as possible. Teacher training: on-going, e.g., Gandaki Boarding School, also Poknara, Butwal. Business School. Training and Scholarship Program. Library training. 3: HMG/N goal of universal primary education, therefore, teacher training -- quality and quantity. Training and Scholarship program: in-service focus on skill upgrading and leadership development in all professional areas UMN is involved, e.g., hospitals, development projects, schools. Library consultant: primary aim to train local staff and upgrade facilities. NFE: training and materials development. [UMN operated under framework of an agreement with HMG/N. Headquarters is predominantly expatriates but personnel are Nepali. All projects involve some direct assistance or leadership from UMN.]

CONTENT ANALYSIS DATA — PROJECT: UNITED MISSION TO NEPAL

Policy Statement No. 11	Year 1981	Year 1985	Year 1989
Where Missionary personnel are requested, they should not be regarded primarily in a technical role but in terms of their witness to the global dimension of mission. (While immigration requirements may demand a narrow technical definition of the missionary role, this should not determine the basis of our selection).	1: Purpose: to minister to the needs of the people of Nepal in the Name and Spirit of Christ. To make Christ known to them by word and life. . . .To help in strengthening the Church in its total ministry. 1b: To minister as missionaries, to make Christ known - not as proselytizers, but by word and deed in home and church, by teaching, sharing, witnessing (no conversions, no baptisms). 1e: . . .This work shall be done in ways which demonstrate our Christian concern for all mankind, particularly the underprivileged. 2: Formal Ed.: . . .vocational, technical, special, and general education appropriate to culture and society, consistent with Christian faith. 1975 General Agreement with HMG/N: #10.: The UMN and its members shall confine their activities to the achievement of the objectives of the projects to which they are assigned and shall not engage in any proselytizing and other activities which are outside the scope of their assigned work.	3: Rules of Appointment: offered and fully supported by member body/personnel sending organization (i.e., pays "per capita" admin. fee, plus salary, expenses, benefits for sent person(s)). Commitment: called by God, work ecumenically, interdenominationally, accepts constitution and policies of UMN, and subject to Nepali law. Purpose of UMN: to minister to the needs of the people of Nepal in the Name and Spirit of Christ, and to make Christ known by word and life, thereby strengthening the universal Church in its total ministry.	1: 3.6: UMN personnel shall confine their activities to the achievement of the objectives of the projects to which they are assigned, and shall not engage in any proselytizing and political activities, which are outside the scope of their assigned work.

CONTENT ANALYSIS DATA — PROJECT: UNITED MISSION TO NEPAL

Policy Statement No. 12	Year 1981	Year 1985	Year 1989
We reaffirm that the selection by the Division of World Outreach of missionary personnel for educational tasks abroad should be consistent with these guidelines and in consultation with partner churches and institutions.	1: 1970 Constitution: "Board Appointees": Christian workers offered and supported by member bodies and approved by the Board or Executive committee. Procedures: circulate personnel needs by executive secretary. Members send application with data and motive for going to Nepal, statement of choice of Service. Executive Secretary review, consultation, recommendation. Executive Committee votes. Member bodies process applications according to its rules and regulations. Laws governing Board appointees: a definite call from God for this type of work in Nepal; prepared to do interdenominational work; subject to Nepali law.	3: Rules of Appointment: offered and fully supported by the member body or personnel sending organization - i.e., per capita administration grant plus salary, expenses, benefits of sent person(s), including furloughs, children's schooling, medical, etc. Commitment: called by god, work interdenominationally, ecumenically, accept constitution and policies of UMN, subject to Nepali law. Procedure: Space announced and circulated to members. Members offer person(s); personnel secretary and executive, functional secretary recommend. Executive committee votes, call, commitment to offer. Understand secondment to UMN and Non-UMN projects (usu. to HMG/N).	

CONTENT ANALYSIS DATA **PROJECT: UNITED MISSION TO NEPAL**

Policy Statement No. 13	Year 1981	Year 1985	Year 1989
The Division of World Outreach in the reception of new requests for support should give increasing priority to theological education, non-formal education, community based experimental education and forms of education for the disadvantaged.	1b: Purpose: proper care and treatment of the sick, disease prevention, curative medicine and community health (appropriate); education - secondment, non-formal education, boarding schools, curriculum development, scholarships; agriculture; industry. . .alternatives of water power, solar heat, bio-gas. . .other conducive activities, e.g., integrated rural development. 1d: Non-formal education, educators, functional literacy workers, rural youth training program, also material development (i.e., school/learning materials). 2: Non-formal Ed.: cooperate with the government and other UMN projects to develop resources, attitudes, skills in non-formal education, techniques to be used in any activity seeking appropriate education for adults and children, special emphasis on those who do not have access to formal institutions. 3: Pokhara: Agricultural Dept. - restructured programs, many clubs (poultry, rabbit, animal health). Rural Youth Training Program. Jumla: Health nurse set up Maternal/child and Ante-Natal programs (slow response from community). Education for the blind (in proposal stage). Training and Scholarship program. Student Financial Assistance Fund.	1: Gorkha Schools: NFE workers developing materials and activities. Jumla: Karnali Technical School - first cycle of short courses for carpenters, blacksmiths, farmers to upgrade skills. Reforestation and Agricultural extension programs. Knitting program, community health (Ante-natal care), appropriate waterpower and food storage. Work with Tribhuvan University, Nepal Red Cross, other technical schools. NFEW office - has staffer, emphasis on materials, teacher training in techniques and research. Mostly literacy and numeracy consultation to other fields (health, agriculture, cottage industry, etc. Training and Scholarship Program. Student Financial Assistance Fund.	1: Pokhara and Butwal: Teacher Training; Children's Education Support Program -tutoring. Education Support Office: 2 NFE consultants - site visits and training, post-literacy materials. Examination with HMG/N on 10 yr. NFE program. 2: District-wide NFE program as a tool to community development beyond literacy/numeracy. 3: Non-Formal Education Support Program: cooperation with HMG/N to expand NFE - aim to expand NFE training and materials among UMN projects - project visits, materials development and training. Liaison with HMG/N and other NGOs. Development Communications Productions: in cooperation with INF (NGO) materials (videos, films) in Nepali. Children's Education Support: tutorial service for primary children. Butwal Project: development and consulting service along side Butwal Technical School. Electrical, mechanical field and materials development. Nepali-wide promotion. Graduate training, computers, management, architectural and engineering design, consultancy, accounting and general administration..

Appendix C

Tables of the Monetary Disbursements Made to the Programs and Projects in the Sample Program Areas - 1981, 1985, 1989

Table C1

Disbursements made to the program area of Nepal.

Program	Outlay by Year 81	85	89
Nepal[1]			
- bloc	17,000	20,000	13,000
- Pro rata project grant	14,000	17,000	-
- Children's hostel	400	500	-
- Scholarships	-	5,000	13,000
- Scholarships for Church leaders	-	-	5,000
	31,400	42,500	31,000
Personnel	201,895	235,953	147,669
TOTAL	233,295	278,453	178,669

Table C2

Disbursements made to the program area of The Philippines.

Program	Outlay by Year 81	85	89
United Church of Christ in the Philippines[2]			
- Bloc grant	-	-	35,000
- Mutual Assistance program	10,000	-	-
- Carmona project	1,150	1,500	-
- Human Rights project	-	6,000	-
- South Lauzon Pastoral Formation	-	2,000	-
- Scholarship (Ellar Elias)	-	-	10,000
	11,150	9,500	45,000
Dansalan	2,530	2,530	48,000
National Church of Christ in the Philippines	-	-	60,000
	13,680	12,030	153,600
Personnel	17,038	27,919	-
TOTAL	30,718	39,949	153,600

[1] Sample Program.

[2] Sample Program.

Table C3

Disbursements made to the program area of Zambia.

Program	Outlay by Year 81	85	89
Christian Council of Zambia[3]			
- bloc grant - admin. & prog.	-	10,000	11,000
- shortfall '84		8,000	
- Refugee support	3,000	-	-
- Christian Centre at University		10,000	-
- Chaplaincy at university	-	5,000	-
- Women's work		10,000	-
- Multimedia Ecumenical News/Radio committee	-	5,000	-
- Staff training	-	5,000	-
- Scholarships	-	10,000	-
- Regional Councils	-	-	-
- Program Support	-	-	-
- Youth Department - admin.	-	4,000	-
- program	-	-	12,000
- Training project leaders	-	-	-
- Women's Regional Centres	-	-	13,000
- Rural Development project	-	-	10,000
	3,000	63,000	46,000
Mindolo	28,450	11,000	24,250
United Church of Christ in Zambia	41,973	53,000	79,500
Others	30,400	19,780	18,000
	103,823	146,780	167,750
Personnel	252,057	156,110	-
TOTAL	355,880	302,890	167,750

[3] Sample Program.

Table C4

Disbursements made to the program area of South Africa.

Program	Outlay by Year 81	85	89
South African Council of Churches			
- National theological education by extension	5,000	-	-
- bloc grant	25,000	45,000	-
- Western Province Veritas	10,000	-	-
- Youth department	-	-	-
- Program	-	-	60,000
- Family life dept.	-	-	-
- '83 Deficit	-	50,000	-
- Refugee department	-	-	-
- Asengeni fund	-	-	15,000
- Church's Urban Planning commission	6,000	8,000	-
- Capetown Film Festival	-	-	-
- Univ. of Capetown Theological School	-	10,000	17,000
- Black Adult Educ.	10,000	-	-
- Committee for Black Education and Research	-	18,000	8,000
- Ecumenical Centre (Durban)	-	9,000	-
- ABRESCA (Assoc. of Black Reformed Evangelical Churches of South Africa)	-	7,000	5,000
- Refugee Assistance	-	-	20,000
- Assoc. of Christian Students	8,000	12,000	-
- Fraternal of the Sending Kirk	9,000	-	-
- Belydendekring	-	10,000	11,000
- South African Outlook	7,500	-	-
- Unregistered Trade Unions	-	25,000	-
- Black Consciousness Movement	-	-	-
- Farm Worker's Union	-	7,000	-
- Federal Seminary	6,000	3,000	-

Table C4 - continued

Disbursements made to the program area of South Africa.

Program	Outlay by Year 81	85	89
South African Council of Churches continued			
- Environmental Development Agency[4]	6,000	6,000	6,000
- Univ. of Witwatersrand Agribusiness study in Transkei	-	5,400	-
- Cedric Mason Support	5,000	5,000	-
- Theo Kotze Support	5,000	5,000	-
- Institute of Contextual Theology - bloc	9,500	10,000	10,000
- Theological Exchange program	-	-	7,000
- National Youth Leadership Training program	-	8,000	-
- Black Methodist Consultation	-	-	-
- Student Organizations	-	15,000	20,000
- Khao Pakathi support	-	1,500	-
- New Horizon Project	-	21,000	25,000
- Communication Trust	-	6,000	-
- Inter-Church media project	-	-	-
- Zakhi	-	-	8,000
- Theological Education by Extension College (African Independent Chapter)	-	-	7,000
- United Democratic Front	-	-	10,000
- National Forum	-	-	3,000
- South Africa undesignated	32,500	-	-
TOTAL	144,500	286,900	255,000

[4] Sample Program.

Table C5

Disbursements made to the program area of Jamaica.

Program	Outlay by Year 81	85	89
Jamaica			
- United Church of Jamaica and Grand Cayman	15,000	39,000	64,000
- Moravians	-	31,000	-
- Cooperative	-	3,500	3,000
- Sistren[5]	-	-	6,000
	15,000	73,500	73,000
Personnel	74,072	41,495	43,606
TOTAL	89,072	114,995	116,606

[5] Sample program.

Appendix D

Questions of the Interview Protocol

Questions for the Area Secretaries:

1. How do you describe the working relationship between the DWO and the programs/programs it supports? Elaborate. How does this translate operationally? (Probe here about "Partnership"; are there a variety of partnerships?)

2. How have these relationships been established historically?

3. Are you aware of any differences/similarities between the current policy and the one that was in effect prior to 1984? Elaborate.

4. How do program/programs get started? Where do they originate? From the local people, the local churches, the DWO? What is the impact of the host nation's socio-economic-political policies on the funding of the programs/programs? on the DWO?

5. How do you decide which/what programs to support? How do you judge? How do you decide to send money, equipment, technical assistance, personnel? What is the relative emphasis on each of these? (what is the ratio in your area?) (Probe for process, criteria).

6. Who decides? How? For how long? How much? (Probe for local needs, request, and input.)

7. How do you decide to renew funding? Is it based on a review or is it automatic? How do you decide to stop funding? other support? Is there any stated or unstated aim to assist programs/programs only until they become "self-reliant"? Are there any other unstated aims?

8. How do you decide a project is working or not/good or bad? What are you expected to report about?

9. How do you make judgement calls around policy issues? How much freedom/leniency do you exercise?

10. What are "bloc grants"? How are they different from other grants? (How do they reflect policy?) What is "Development Type" work? What is not? How is it designated? What do you mean by "Comprehensive Development"? How is it related to education?

11. How do you designate "shared cost" arrangements? What does it mean? How does this fit the policy? Is this some kind of emphasis on bilateral and multilateral arrangement? How so? Are these more fundable?

12. How successful do you think the policy is? What should be strengthened, de-emphasized, changed? Is the DWO moving in the right direction? (i.e., is the work effective, efficient?)

13. What do you do? Has it changed over time? How do you interact with the /your area secretaries? How do you interact with your area program/project counterparts?

14. How is money collected? (Local groups, U.C.C., disbursement)? How is it allocated? (one time, instalments,, various ways, gifts, etc.)? How do you decide how much?

15. Other: History of Programs/programs. History of Policy. Other important information.

Questions for the General Secretary of the DWO:

1. How does the DWO fit into the overall context of the United Church of Canada?

2. What percent of the overall United Church budget does the DWO account for? Is the budget fixed or not? How does this affect DWO operations?

3. Are you aware of any differences/similarities between the current policy and the one that was in effect prior to 1984? (Bilateral, multilateral emphases?)

4. What is the working relationship between the DWO and the programs/programs it supports? Elaborate. (What does it mean operationally, i.e., variations of Partnership?).

5. (How do you decide a program/project is good or bad/working or not? What do you expect in the Area Secretary reports?).

6. How do you make judgement calls when you resort to the policy? What freedom/leniency do you exercise?

7. How successful do you think the current policy is? Are there things that should be changed, strengthened, de-emphasized? Is the DWO heading in the right direction, (.e, is the work effective, efficient?)

8. What is your role with the DWO specifically? E.g, How do you relate to the Area Secretaries? How involved are you in the decision making?

9. How long have you been director? Whom did you succeed?

10. What is the focus on Development Education here at home? Justice issues in our own backyard affects them.

11. How is money collected? (Local groups, U.C.C., disbursement)? How is it allocated? (one time, instalments,, various ways, gifts, etc.)? How do you decide how much?

12. Other: History of Programs/projects. History of Policy. Other important information.