

# A.I.D. EVALUATION SUMMARY PART 1

PD-ABE-772  
79368

(BEFORE FILLING OUT THIS FORM, READ THE ATTACHED INSTRUCTIONS)

A. REPORTING A.I.D. UNIT  
(Mission or AID/W Office)  
USAID/BANGLADESH  
(ES # )

B. WAS EVALUATION SCHEDULED IN  
CURRENT FY ANNUAL EVALUATION PLAN?  
yes  slipped  ad hoc

C. EVALUATION TIMING  
interim  final  ex post  other

D. ACTIVITY OR ACTIVITIES EVALUATED (List the following information for project(s) or program(s) evaluated; if not applicable, list title and date of the evaluation report)

Project #	Project/Program Title (or title & date of evaluation report)	First PROGRAM or equivalent (FY)	Most recent PACJ (mo/yr)	Planned LOP Cost ('000)	Amount Obligated to Date ('000)
388-0050	Family Planning Services Project: "Evaluation of the Bangladesh Female Secondary Scholarship Program and Related Female Education and Employ- ment Initiatives to Reduce Fertility."	FY'81	09/89	5-yr. shelf project (\$20,000)	0

E. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR

Action(s) Required

See Attachment A

Name of officer  
responsible for  
Action

Date Action  
to be  
Completed

(Attachments, if necessary)

F. DATE OF MISSION OR AID/W OFFICE REVIEW OF EVALUATION

mo 04 day 03 year 86

G. APPROVALS OF EVALUATION SUMMARY AND ACTION DECISIONS:

Signature  
Typed Name  
Date

Project/Program  
Officer  
HRKramer, PRO  
April 3, 1986

Representative of  
Borrower/Grantee

Evaluation  
Officer

Mission or AID/W Office  
Director

TBethune, PRO

JWestley, DIR

ATTACHMENT A

ACTION PLAN

FEMALE SECONDARY SCHOLARSHIP PROGRAM

Action Decisions	Responsible Officer	Date
1. USAID has decided that:		
a) the Female Secondary Education Scholarship Program would continue in the BACE and SGS areas as pilot activities, and would test various targetting criteria; if necessary for testing targetting criteria and other implementation issues, it could expand to additional upazilas over the next one or two years or so;	Project Review Committee	April 3, 1986
b) the current and future pilot projects in this program would continue to check education and demographic impact by compiling enrollment and other relevant data, and at the end of a 1-2 year period, data would be reviewed to determine educational and demographic impact;		
c) depending on the outcome of the analysis, USAID would decide whether to negotiate with other donors for their support of the project in the future;		
d) for the time being, the Female Scholarship Program would remain in the Population and Health Office and would be monitored by a small Project Committee.		

2

ABSTRACT

For two years, 1982-1984, USAID/Bangladesh directly funded the Bangladesh Association for Community Education (BACE), a pilot project in female secondary education, by providing scholarships to secondary female students for Grades V-X, higher intermediate level, and BA levels, in Sharasti upazila, to address the overriding economic constraint to families who could not afford secondary education costs. The BACE project was subsumed under the Asia Foundation's (TAF) cooperative agreement in 1985, which was a part of the NGO component of a large umbrella project - Family Planning Services Project (388-0050). Additionally in CY'85, USAID approved another TAF/NGO pilot project in female secondary scholarship support - Southern Gonounnayan Samity (SGS) in Gopanganj upazila. USAID/Bangladesh proposed an expanded female scholarship program in the FY'85 Congressional Presentation, and in the FY'85 Action Plan, to build on the evidence of a strong relationship between secondary education and lower fertility. AID/W supported the proposed project and authorized the use of Population funds for the project. To plan for expansion of the project, and to explore other options that could have an impact on reducing fertility, such as development of employment opportunities, an evaluation team was contracted to assess the project and other potential options for reducing fertility. The evaluation was performed in November 1985.

The evaluation team reviewed existing literature, conducted extensive and targetted interviews, made site visits, appraised viable education and employment options for experimental pilot programs, addressed management issues on the measurable effectiveness of the existing pilot programs, and made appropriate recommendations. The team found evidence in the BACE project alumnae of: delayed marriage from 16 to 17.2 years; 1.3 births averted on average per alumna; demand creation through KAP of modern family planning methods; community support for such a program aimed solely at young women; parental support for a project aimed at their unmet financial need; and workable NGO models to administer the program. The team strongly recommended expansion of the program to 15 upazilas in the next two years, applying the TAF/NGO model and incorporating experimental options to test their impact on fertility reduction and employment.

In CY'86, on the strength of the team's recommendations, USAID approved BACE's scholarship expansion to about 4500 recipients from 3456; and SGS' expansion from Gopalganj upazila to include Mukshidpur upazila with a total of 6720 scholarship holders from an initial 2600.

I. EVALUATION COSTS

1. Evaluation Team

Name	Affiliation	Contract Number OR TDY Person Days	Contract Cost OR TDY Cost (US\$)	Source of Funds
Dr. Linda Martin	ISTI			
Ms. Donna Flanagan		DPE-3024-C-00-4063	\$270,000.00	PN
Ms. Ana Klenicki		Amendment #2		

2. Mission/Office Professional  
Staff Person Days (estimate) 18

3. Borrower/Grantee Professional  
Staff Person-Days (estimate) \_\_\_\_\_

3

# A.I.D. EVALUATION SUMMARY. PART II

## J. SUMMARY OF EVALUATION FINDINGS, CONCLUSIONS AND RECOMMENDATIONS (Try not to exceed the 3 pages provided) Address the following items:

- o Name of mission or office
- o Purpose of activity (ies) evaluated
- o Purpose of the Evaluation and Methodology Used
- o Findings and Conclusions
- o Recommendations
- o Lessons learned

### NAME OF MISSION/OFFICE

USAID/Bangladesh, Office of Population & Health

### PURPOSE OF ACTIVITY EVALUATED

The purpose of the activity is to provide access for girls to secondary education through stipends to young women in secondary school, and beyond, as a means to delay marriage, create a demand for modern family planning services and, thereby, reduce fertility in 2 pilot project areas.

### PURPOSE OF EVALUATION AND METHODOLOGY USED

The purpose of the evaluation was to address 3 basic management questions: 1) are the pilot female scholarship sub-projects under the Family Planning Services Project (388-0050) accomplishing the objective of fertility reduction among the sub-project beneficiaries, e.g., among the targetted population group; 2) are there other more effective, low-cost female education and employment related approaches to fertility reduction; and 3) considering the present pilot sub-project and other potential program options, how might USAID/Bangladesh most effectively achieve fertility reduction through female education/employment activities?

An evaluation team was contracted and the evaluation performed in November 1985. The evaluation methodology involved:

- 1) a comprehensive review of recent and available literature on female education and employment in Bangladesh, and of all project documents including previous evaluations;
- 2) interviews with appropriate staff in USAID, the Asia Foundation (TAF), the Bangladesh Association for Community Education (BACE), and the Southern Gonounnayan Society (SGS), relevant BDG offices, UN agencies, other donor agencies, and personal service contractors;
- 3) site visits to the two TAF supported pilot projects - BACE in Sharasti upazila, and SGS in Gopalganj upazila, and other NGO informal education programs; and
- 4) assessments of other existing or potential education and employment activities related to reducing fertility.

Date this summary prepared: March 6, 1986

## FINDINGS AND CONCLUSIONS

The findings of the evaluation team included the following:

- 1) The female secondary scholarship program
  - a) increases female enrollment for Grades V through X and beyond;
  - b) raises the age of marriage; e.g. BACE alumnae delayed marriage from 16 to 17.2 years, thereby averting 1.3 births on average, per alumna;
  - c) lowers desired family size to an average of two children per couple;
  - d) affects positively the KAP of family planning services; and
  - e) is performing well at 2 rural sites (BACE at Sharasti and SGS at Gopalganj), although BACE was found to be experiencing management and administrative problems.
- 2) The BDG is unlikely to commit scarce education funds to expand secondary education as long as emphasis is on universalization of primary education and literacy.
- 3) Other program options for reduced fertility exist but it is not possible at this time to calculate the cost effectiveness of them when compared to the scholarship program.
- 4) Findings in this evaluation compare favorably with other research findings on the effect of secondary and higher education on fertility. (cf. World Fertility Survey).
- 5) Studies on the relationship between female employment and reduced fertility in Bangladesh are inconclusive at this time given the high unemployment and high underemployment situation in Bangladesh in general and in the rural areas in particular. However, there does seem to be reduced fertility when women are employed outside the home. This finding is compatible with studies done elsewhere.
- 6) Parents uniformly support the idea of education for their children, and respond positively when there is a program that addresses the chief obstacle to that idea - namely lack of financial resources for secondary education.
- 7) Other local upazila-level based NGOs have been identified by TAF as willing and able to support similar scholarship projects.
- 8) The stipend of Tk.60/mo or Tk.720/yr meets one-half of the education costs when uniforms, text books, copy books, writing materials, transportation, and small miscellaneous expenses are factored in.

- 9) When queried, the scholarship recipients in the pilot schools expressed the desire for only two children as the ideal number regardless of sex. However, when the boys were asked the same question, they insisted upon male issue regardless of how many births it took.
- 10) Costs of educating a girl in the scholarship program, (BDG cost plus NGO cost) are \$44.43, per year. Further, the cost of a birth averted is \$170.88.

From their findings, the evaluation team concluded the following:

- 1) By raising the age of marriage, there is a clear effect on the population growth rate in addition to creating a more informed female population that uses FP services;
- 2) The relationship between reduced fertility and female employment needs further study in Bangladesh;
- 3) The potential for program expansion exists through TAF/USAID pilot projects; however, there are financial and managerial constraints to rapid replication;
- 4) The BDG expenditures on secondary education are likely to increase in response to demand for more teachers and classrooms created by an expanded female secondary education program.
- 5) Costs of the scholarship program are \$44.43, including high overhead per girl, per year. However, comparative costs of female sterilization (about \$50.00) occur after 4 or more children have already been born whereas education affects alumnae before marriage and child bearing.
- 6) The benefits of the target group to the community will outlive the project and will continue to demonstrate how to postpone marriage, increase generation length, lower infant and child mortality, instill greater educational aspirations in offspring, and keep family size to 2 children regardless of sex.
- 7) The pilot projects are consistent with the basic premise of US Government population assistance in using education of women as a way to create demand for modern family planning services.

UNIVERSITY OF TORONTO  
COLLEGE OF EDUCATION

6

## RECOMMENDATIONS

- 1) Gradual expansion of the program to 15 upazilas in 2 years;
- 2) Testing a variety of options to involve more young women in educational enrichment activities, income generating projects which would indirectly reduce their fertility.
- 3) Continued support of BACE for an additional calendar year to resolve administrative problems, and if problems remain, to consider terminating financial support and reallocating funds to a similar project through another upazila-based NGO;
- 4) Continued support of SGS and its expansion into an adjacent upazilla provided that another equally-qualified NGO is not available to operate a scholarship program. SGS should be evaluated after its second year along the same lines as BACE was in 1984 and 1985;
- 5) Continued operation by TAF of the current scholarship program and implementation of the proposed modest expansion through upazila-based NGOs;
- 6) Adding administrative duties to TAF that include closer supervision of field staff, possible collaboration with upazila education officers, development of teaching skills on population education topics, and improvement of donor coordination with other donors working with BACE.

## LESSONS LEARNED

- 1) International and local NGOs in Bangladesh demonstrate administrative talent and the means to provide female secondary level scholarships at the upazila level.
- 2) Secondary level education for females delays marriage and, without the conclusive evidence of a longitudinal study, appears to avert births in Bangladesh.
- 3) Parents and communities in Bangladesh support female secondary education when scholarship programs are available.
- 4) Young women, with up to secondary level education, in poor, conservative societies in rural areas prefer only two children regardless of sex in Bangladesh.

Document (continued)

Continued