

USAID's Girls' and Women's Education Activity

## A Portfolio of Possibilities for Girls' Education, No. 2



# GIRLS' SCHOLARSHIP PROGRAMS

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## Why is Girls' Education Important?

An increasing number of studies and publications by the U. S. Agency for International Development (USAID), the World Bank, UNICEF, and other donors attest to the importance of girls' education as a means of achieving social and economic development. Investment in girls' education has a clear positive impact on family well-being, health, nutrition, and infant mortality rates. Education also enhances socioeconomic conditions of families and communities, making women more productive and better able to increase family income.

Given the apparent benefits associated with educating girls, why are girls consistently less educated than boys? What social and economic factors limit girls' educational opportunities?

Many obstacles impede girls' access to and retention in school, and often these impediments operate together. Barriers to education correlate strongly with a family's socioeconomic condition, particularly in rural communities. The cost of educating girls is a major obstacle for low-income families who must pay for tuition, books, materials, shoes, and clothing for their daughters.

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Moreover, girls' participation in school has indirect costs for the family, particularly the loss of the girls' domestic work of caring for small children, gathering wood and carrying water. In rural communities girls are incorporated in their families' productive work at a very early age carrying out activities such as selling in the market, watching cattle, weaving, or pottery making. They represent a major economic value to their families. Other factors contributing to girls' difficulty in attending school are their communities' cultural beliefs and deficiencies in the school system and infrastructure.

## **What Are Strategies to Reduce Barriers to Educating Girls?**

Many efforts attempt to reduce the gap between the enrollment, retention, and completion rates of girls and boys. One important strategy is supplying economic incentives for educating girls. Incentives range from scholarships, credits, and vouchers, intended to reduce the cost of education, to providing resources to communities for school materials or teachers' salaries. The fundamental purpose of scholarship programs is to reduce families' direct and opportunity costs of educating girls, thereby bolstering girls' enrollment, retention, and completion rates.

## **What Are the Experiences with Scholarship Programs for Girls?**

Many scholarships programs are directed to girls in primary and secondary schools. These programs may either generate their own financing or receive funds from cooperating agencies or international financial organizations. The programs range from small-scale pilot projects to large-scale schemes with national coverage.

Scholarship programs are generally implemented in countries with a significant gap in the educational indicators between boys and girls, such as Bangladesh, Nepal, and Guatemala. In Bangladesh and Nepal, scholarship programs focus on girls in secondary schools; in Guatemala they concentrate on primary school girls.

### ***i. Female Secondary Education Scholarship Program***

The Female Secondary Education Scholarship Program (1982-1992) in Bangladesh demonstrates the expansion of projects from small to large scale. Initially financed by USAID and administered by the Asia Foundation, this program encouraged girls to enroll and stay in secondary school. It resulted, in many cases, in the postponement of marriage and reduced fertility (Liang 1996). In 1993, following project completion, the Government of Bangladesh decided to continue the program. Financed through the World Bank's International Development Association (IDA), the program was incorporated into a larger project that includes a variety of interventions to reduce barriers that limit girls' attendance in secondary schools (Liang 1996).

The program provided girls a monthly scholarship to pay part of their educational costs. The funds were deposited in individual accounts in the girls' names. Accompanied by a schoolteacher, the girls withdrew funds for school tuition. Girls had to promise not to marry before completing their last year of secondary school. As an incentive to keep their promise, scholarship amounts increased with the girls' grade level, giving girls in higher grades a larger incentive to stay in school.

### ***ii. Female Education Scholarship Program***

Replicating the successful program in Bangladesh, the Asia Foundation, again with USAID financing, launched the Female Education Scholarship Program (1991-1995) in Nepal. Similar to the Bangladesh program, it was designed to encourage parents to send their girls to secondary school. The program's main objectives were the delay of early marriage and childbearing and the establishment of girls' economic independence. As in the case of Bangladesh, the scholarship amount varied according to the girls' grade level (Prather et al. 1996).

The community and school play a key role in selecting scholarship recipients in Bangladesh and Nepal. Girls are required to attend at least 75 percent of their classes and to perform well on exams. Designated supervisors or coordinators monitor the program.

### ***iii. Girls' Scholarship Program***

The girls' scholarship program of the Guatemalan Association for Family Life Education (AGES), a Guatemalan nongovernmental organization (NGO), began in 1986. The program was developed on a small scale in 13 communities and was the forerunner of this type of program in Guatemala. It has been successful in promoting girls' enrollment and retention.

Some of the program's outstanding characteristics include the provision of scholarships to school-age girls who have never been in school or are the most needy in the community; the involvement of communities and parents in the selection of girls and program implementation; the use of a social promoter with girls, teachers and parents; and training on human development and sex education for school teachers, parents, and girls (Prather et al. 1996).

### ***iv. Educate Girls! Project***

The experimental project, Educate Girls! (1993-1996), was a collaborative effort that included several Guatemalan organizations and was cofinanced by USAID and FUNDAZUCAR, the sugar growers' foundation. The Educate Girls! project included three components: scholarships for girls; organization of parents' committees supported by an outreach worker for the promotion of girls' education activities; and development of educational materials for students and teachers. The project used the AGES model to develop the scholarships.

### ***v. Scholarship Program for Indigenous Girls of Rural Areas***

Based on these earlier successes, Guatemala's Ministry of Education created the Scholarship Program for Indigenous Girls of Rural Areas in 1994. This program used the ministry's organizational structure and regional, state, and community authorities in its implementation. After two years and a series of technical and administrative problems, the program was reorganized. The overhaul resulted in a cooperative agreement between the Ministry of Education, the Foundation for Rural Development (FUNRURAL), and the Guatemalan Association for Girls' Education. Today, the program provides 36,000 scholarships to rural girls from eight regions with funds provided primarily by the government.

The Ministry of Education's delegation of administrative responsibility for the scholarship program to FUNRURAL attests to the ministry's confidence in the private sector. The private sector has been willing to collaborate with the public sector in order to educate girls. This mutual confidence has evolved through several years of sensitization and work in girls' education, mediated in part by the Guatemalan Association for Girls' Education.

The Guatemalan programs vary from their Asian counterparts in their focus on primary school girls from rural areas. Scholarship recipients receive a small grant during 11 months of the year. Girls are selected because of their families' socioeconomic level rather than academic performance. Committees of parents and teachers select girls and follow-up on their performance. Social promoters or coordinators are key to adequate implementation and monitoring of the programs. Another essential characteristic of the Guatemalan programs is educating parents about the value of educating girls.

The Guatemalan scholarship programs are similar to the Asian programs with respect to initial USAID financing and implementation by NGOs. One notable exception is the Ministry of Education's scholarship program, which was financed from the outset with national funds and is currently administered by a private foundation.

## What Are the Positive Programs Results?

Girls' scholarship programs have resulted in significant increases in enrollment and attendance for girls in both primary and secondary levels. Girls with scholarships maintain at least a 90 percent attendance rate. Drop-out rates are significantly reduced and completion rates are increased. Scholarships granted to girls in the first grades of primary school increase the probability that they will remain in school.

At the family level, scholarship funds have reduced costs associated with the loss of domestic labor. Scholarship programs in Bangladesh and Guatemala have reduced both direct and indirect costs of educating girls. In Bangladesh, there is evidence of increased employment opportunities and earning capacity and reduced dowry payments. In Bangladesh and Nepal, the girls' value to the community has increased because girls learn to manage the scholarship and, thus, to administer resources. These programs have also delayed marriage for participants, resulting in reduced fertility.

## What Lessons Have Been Learned in Implementation of Scholarship Programs?

Implementation of girls' scholarship programs have provided some important lessons:

- *Intersectoral cooperation and participation of public and private institutions and donor agencies in financing and implementation of scholarship programs is a beneficial strategy.* The role of ministries of education is increasingly limited to creating educational policies and providing financial resources. It has thus become necessary to identify organizations that specialize in program administration and are willing to work with governments. Generally, NGOs have the organizational and administrative capacity to develop programs at the community level.
- *It is important that NGOs or foundations that administer scholarship programs be experienced in program implementation and respected by beneficiary communities.* Organizations whose interests coincide with those of the target population have a better likelihood of success in program implementation.
- *Large-scale expansion of scholarship programs requires adjustments of elements established in the pilot programs.* Expansion of pilot projects to a large scale requires, in some cases, modifications to achieve the desired coverage. The scholarship program of the Guatemalan Ministry of

Education, for example, lacked social promoters for follow-up and monitoring of scholarship recipients (such promoters were built into the AGES and the Educate Girls! scholarship programs). The educational supervisors in the first phase, and currently departmental coordinators, are responsible for community relations with the schools, albeit from a largely administrative perspective.

- *Expansion of scholarship programs should continue to favor identified target populations, depending on the will and commitment of the parents.* With the expansion of scholarship programs to a larger scale, focus on rural, indigenous girls should not be lost. The initial analysis of the beneficiary population is significant at the time of expansion.
- *Scholarship programs must be accompanied by other activities at the school and community levels.* The economic incentive of a scholarship is an important stimulus for a girl and her family. Nonetheless, the positive impact of the scholarship program is reinforced with a combination of other interventions with teachers at the classroom level and with parents in the community. Sensitization of parents about the benefits of girls' education and training of teachers in active methodologies are complementary to girls' scholarship programs.
- *The criteria for selecting scholarship recipients must permit adequate differentiation among the beneficiary population.* In Guatemala the socioeconomic level of families is a key element in the selection of scholarship recipients. In other cases, such as Bangladesh, socioeconomic level as a criterion has been a problem. The eligibility ceiling for family income impeded the access of many families with income levels above the established maximum.

## What Are the Challenges to Implementation of Scholarship Programs ?

One of the main challenges to scholarship programs is fundraising and resources for sustainability. For example, because of the Guatemalan Association for Family Life Education's emphasis on family planning, its scholarship program had difficulty with local fundraising. The conservative position of sectors of Guatemalan society, especially the private sector, toward family planning limited AGES's capacity to obtain funds from national sources. To overcome this obstacle AGES oriented its fundraising to foreign sources, supplementing grants with income from a printing business.

Another important challenge is education for girls who have completed primary school. Will they have the opportunity to attend secondary school? Or will they, once again, be excluded by economic limitations? Primary programs must establish links with secondary scholarship programs to support girls' continuing need for education. Where no secondary-level programs exist, it may be necessary to create them.

## Sectors and Organizations Responsible for Implementation of Scholarship Programs

In Asia and Guatemala, scholarship programs are supported by interinstitutional cooperation in financing and administration. In some cases, local NGOs and international donor agencies work together. Other programs result from a collaboration between the government, local NGOs, and private sector foundations, or donor agencies.

Most scholarship programs in Bangladesh, Nepal, and Guatemala began as pilot projects financed by USAID and implemented by local NGOs. In Bangladesh, the program began on a small scale with external financing. The government later expanded the project nationwide, with cofinancing from other donors, including IDA, the Asian Development Bank, and the Norwegian Agency for Development Cooperation. In addition to funds generated internally, Guatemala's AGES initially received financing through USAID and, later, from the Netherlands Embassy and the Center for Development and Population Activities (CEDPA).

The public and private sectors cooperated in the Guatemalan Ministry of Education Scholarship Program. The ministry established standards for the program and provided financial resources, while FUNRURAL, the coffee growers' foundation, administered the program and donated matching funds.

Ideally, strategic alliances between NGOs or the private sector and the government or donor agencies should be based on a history of cooperation. A country's political, social and economic conditions can guide the formation of alliances among organizations qualified to implement scholarship programs. To maximize their working relationship, it is vital that both public and private sectors recognize their potential contribution to girls' education.

## Adapting Experiences to Local Needs

Since scholarship programs should respond to communities' and countries' economic and education needs, it is important to initiate the programs on a small scale. Activities can expand as planned and then be redirected when necessary to better meet program objectives.

Effective implementation of scholarship programs requires knowledge and experience in community development, management, training, and evaluation. Organizations working in development and education (particularly girls' education) at national and local levels must be identified and enlisted to provide support. The following are important to the process of selecting suitable NGOs or private voluntary organizations (PVOs) to implement scholarship programs:

- Similarity in philosophy, perspectives, and institutional interests;
- Experience and expertise in management of social services and community assistance (preferably in education), and in coordination with different organizations;
- Institutional capacity and availability of facilities and resources (human, financial, managerial, infrastructure, etc.); and
- Familiarity with the geographical area of work and particularly the culture of the target population.

The missions of the implementing institution and other supporting organizations must be in accord. Once suitable organizations are identified, an intersectoral support network including the ministry of education must be established at the central, regional, and local levels. Efforts on the part of NGOs and PVOs eventually translate into support for the larger educational system and may become an integral part of the country's educational development plan.

# What Are Steps and Elements for the Successful Design, Implementation, and Evaluation of a Scholarship Program?

## Goals and Purposes of the Scholarship Program

The lessons learned about scholarship programs in Asia and Guatemala form a starting point for the design of scholarship programs for primary school girls.

The first step in program design is to define goals. As mentioned above, the unstable economic situation of most rural families is a key factor in parents' inability to support the cost of educating their daughters. Scholarships form an important economic incentive with positive effects on girls' participation in school. Scholarships better the educational circumstances of girls, but the programs should not be viewed as an end in themselves.

The fundamental goal of a scholarship program, therefore, is to ensure education for girls from rural areas by mobilizing various sectors to implement the program, with the long-term goal of promoting the country's social and economic development.

Generally, the main purposes of the program are to:

1. Increase the enrollment, attendance, retention, promotion, and completion rates of girls at the primary school level;
2. Promote intersectoral and community participation in financing, developing, and implementing the scholarship program to increase educational opportunities for girls at the primary school level; and
3. Develop and put in place complementary interventions to support and strengthen the provision of monetary incentives at the primary school level.

## Primary Tasks Required to Implement the Program

Economic, cultural, and educational impediments to girls' education often work in combination, so responses to such obstacles must also be integrated. Girls' scholarship programs should be viewed as an integrated package incorporating multiple interventions—not just the scholarship component. Results will be enhanced through the inclusion of other interventions, such as community social awareness campaigns, and training of parents and teachers in topics relating to girls' education.

Other key steps in devising scholarship programs are: (i) select target communities; (ii) determine scholarship amounts; (iii) select key personnel; (iv) build community and teacher support; (v) select candidates; and (vi) provide scholarships.

### *i. Select Target Communities*

Identifying the target population is a key factor in the design of scholarship programs. Depending on a country's social and cultural structure, certain groups—minority and indigenous people, more disadvantaged than others—require special support. Girls from such groups require priority access to scholarships.

Prior to selecting target communities, it may be necessary to conduct a needs assessment of the socioeconomic and educational situation of girls. To identify the most needy communities, organizations can use census information, data from the ministry of education, and information about critical poverty zones. Overall, selecting target communities must consider the following:

- Socioeconomic conditions of families;
- School-aged population by gender; and
- Low female enrollment rates in primary schools.

To facilitate the program's implementation, monitoring, and impact, target communities should be geographically close. Once the preliminary selection of the communities is completed, it is important to enlist community support and acceptance of the program. An introductory meeting should be held with community and school authorities to discuss the purpose of the scholarship program and the willingness of the community to participate. If possible, a brief community study can be conducted to obtain socioeconomic information of the community's population and available resources and facilities.

### *ii. Determine Scholarship Amount*

The best way to estimate the appropriate amount of the scholarship is through consideration of direct and indirect costs associated with girls' schooling. The scholarship amount should be sufficiently attractive for parents to send their girls to school, but not so high as to create dependency on the scholarship or reduce girls' participation in family production activities. In addition, the scholarship should not cover the total amount of resources needed for girls' education. Families should bear part of the costs.

The stipend amounts for the scholarship programs in Bangladesh, Nepal, and Guatemala vary. The scholarship is considered more as an incentive, rather than a stipend to cover all personal and school-related costs. In Guatemala, the primary-level programs established a scholarship of \$4 per month for 11 months of the year. In Bangladesh, the stipends varied between \$12 and \$36 per year—which represents from 30 to 54 percent of the direct cost of education—depending on the girls' secondary grade level. Nepal's Female Scholarship Program provides a monthly stipend of \$1.59 for girls enrolled in secondary schools (Liang 1996; Prather 1996).

### *iii. Select Key Personnel*

An important element for the implementation and monitoring of scholarship programs is the participation of field supervisors, outreach workers, or social promoters (titled differently, depending on the program). The selection process, distribution of scholarships, and monitoring of beneficiaries all require effort on the part of the outreach workers assigned to the community.

Outreach workers should preferably be women from the community or targeted area. They should have community respect and leadership capacity to serve as role models to the scholarship recipients. The workers should be experienced in community development and possess some managerial skills. Outreach workers should also receive training in their obligations toward the scholarship committee, schools, parents, and girls.

Significant responsibilities for the outreach worker include:

- Initially visiting community leaders and educational authorities;
- Organizing, motivating, and assisting scholarship committees;
- Training committee members about the organization and functioning of the scholarship committee;
- Conducting socioeconomic survey of scholarship candidates;
- Visiting schools, teachers, and scholarship recipients;
- Visiting homes of scholarship recipients to motivate parents;
- Monitoring attendance and performance of girls;
- Collecting educational information and keeping records on attendance and performance;
- Providing academic and moral support to girls; and
- Controlling disbursement of scholarship funds.

One important duty of the outreach worker is to provide academic and emotional support to beneficiary girls. Workers should provide tutoring at the schools on a weekly basis for both scholarship recipients and nonrecipients who require academic support to improve their grades. In addition, special tutoring activities should be performed during school vacations.

#### ***iv. Build Community Support***

The involvement and support of program beneficiaries is important in order to guarantee program success. Direct participation of community members ensures their ownership of the program and requires intensive work on the part of outreach workers. Outreach workers should hold meetings with local leaders and develop a process of consulting with teachers, parents, and other community members about their suggestions for the program.

Each target community must organize a scholarship committee of parents, community leaders, teachers, and other appropriate community members. Special emphasis should be placed on including women in the committees and making them active participants in identifying strategies to bolster girls' education. Specific training activities must be developed with scholarship committees on topics such as the importance of education, and of community and parental participation in girls' education.

The scholarship committee should seek legal status and be responsible for selecting and monitoring scholarship recipients. To strengthen local social organization the committee should also participate in the program's development, management, and monitoring. Committee members are expected to make household visits to scholarship recipients to motivate parents to send their girls to school and discuss girls' progress with their teachers. Committees must also organize meetings with parents to distribute stipends.

Committees should also play a prominent role in the management of scholarship funds, and therefore should be trained in basic financial management. A successful strategy in Guatemala, Bangladesh, and Nepal is the use of the local banking system to disburse funds to the communities. In Guatemala, saving accounts are established for each scholarship committee, and bank transfers are made quar-

terly from a central account. Committee members are responsible for payment of scholarships to beneficiary girls. The outreach worker monitors the disbursement of funds.

#### ***v. Build Teacher Support***

Active participation of teachers in the program and, particularly, in the scholarship committee is crucial to establishing a permanent link with the community. Schools and, specifically, teachers should be promoters of educating girls, sensitizing families about its importance. Teachers play an important role in motivating parents to enroll and retain girls in school, monitoring attendance and performance of recipient girls, and participating in activities organized by the scholarship program.

#### ***vi. Select Candidates and Provide Scholarships***

Selection of scholarship recipients is an important step in the scholarship program. The scholarship committee contacts parents of school aged-girls in the community to publicize the availability of scholarships and the eligibility criteria.

Eligible girls should satisfy the following criteria:

- Be enrolled in one of the schools where the scholarship program is established;
- Be in first to fourth grades;
- Have limited economic resources;
- Have a disadvantaged social situation (orphan, abandoned, high number of siblings, living far away from school); and
- Have interest and consent of their parents.

Once a preliminary list of interested parents is established, the outreach worker can conduct an interview in each household to verify the economic conditions. Results are then presented to the scholarship committee and the implementing unit of the program for final selection of recipients.

Once recipients are selected, their parents are informed about their rights and responsibilities in accepting the scholarship. They are asked to sign a letter of agreement with the organization, agreeing, among other things, to ensure the girls' attendance at least 75 percent of the school year.

The number of scholarships assigned in a school varies depending on the number of girls enrolled in the school. Scholarships should be assigned to a maximum of 40 percent of girls enrolled in each grade, giving priority to the first two grades of primary school since efficiency improves for younger girls who receive their scholarship in the earliest grade (Nieves, et. al. 1994). Only girls who advance to the next grade are eligible to receive a scholarship the following year.

## **What Complementary Interventions Support Scholarship Programs?**

As mentioned above, the scholarship component of the program must be supported by other interventions. Consciousness-raising campaigns and training for education authorities, technical personnel, teachers, and parents should be introduced at the outset of the program.

### ***i. Social Awareness for Parents and Community Leaders***

Social awareness of parents and community leaders in target communities is essential to parents' decision to enroll and maintain their daughters in school. Therefore, the social awareness campaign should stress the benefits of education for girls.

Community awareness campaigns could be organized to stress the importance of girls' education, including:

- Group meetings with local and religious leaders, community development committees, and parents;
- Cultural and artistic activities (drawing, painting and theater) developed at the community level;
- Pamphlets and other materials; and
- Video presentations and radio programs.

Social awareness activities should count on the involvement and participation of voluntary teams composed of parents, children, teachers, local artists, and political authorities. Cultural and artistic activities should be coordinated with local artistic groups or regional cultural agencies. In addition, it is important to identify centers of community activity such as markets, churches, and parks, where activities can be held.

### ***ii. Training of Teachers on Gender Issues***

Teachers play an important role in developing a gender-equitable environment, where the value of girls' and boys' participation in school is recognized. This atmosphere of respect and recognition of girls' and women's contributions is not always present; stereotyping of gender roles often undermines females' contributions. Classroom practices do not necessarily favor equitable participation of girls. Teachers must be oriented to teach in a nonbiased, gender-free manner.

Teacher training is fundamental to achieving attitude and behavioral changes related to support gender equity. Training should be provided in gender sensitization, active teaching methodologies, self-esteem, attitude changes, and strategies favoring girls' school participation.

### ***iii. Creation of a Girls' Education Policy***

An encouraging atmosphere must be created to favor the development of girls' education and to obtain political support. This climate can be developed through consciousness raising and information sharing with decision-makers in the public and private sectors. These efforts should result in securing state support through the creation of public policies supporting education for girls.

## **How Is a Scholarship Program Administered?**

A committee should be established to formulate policies and oversee the implementation, monitoring, and evaluation of the scholarship program. The administration of the scholarship program should be the responsibility of a suitable NGO. Some of the main responsibilities of the implementing organization include:

- Create work plans and budgets;
- Coordinate participating institutions (ministry of education, research centers, donor agencies, and other NGOs);
- Coordinate or contract for technical assistance, training services, and studies;
- Identify banks and disburse scholarship funds on a quarterly basis;
- Develop, coordinate, and monitor program activities;
- Develop a control system (select beneficiaries and distribute funds);
- Provide training and supervision to outreach workers; and
- Develop a simple organization structure at the community level.

The implementing organization counts on the advice of a technical assistance group and coordinates with regional, municipal, and local educational authorities to supervise and monitor the program and to support teacher and parent training efforts. Locally, teachers, the scholarship committee, and the outreach workers meet on a regular basis to monitor the program. The scholarship committee has an important role in program implementation since it is in charge of selecting scholarship recipients, distributing funds, and promoting girls' education.

### **Indicators and Intended Results**

Determination of educational indicators must consider the circumstances of girls' education in specific country or regional contexts. For example, in some areas a 20 percent increase in school enrollment of girls represents a significant increase, whereas in other areas this may be considered an unattainable goal. Increases in girls' enrollment, retention, achievement, and promotion rates are all relevant indicators of coverage, efficiency, and quality of education of the scholarship program.

Important process indicators are the number of:

- Scholarship recipients;
- Teachers and parents trained;
- Scholarship committees organized and functioning; and
- Local awareness campaigns organized and conducted

The expected results of the scholarship program include:

- Increases in enrollment, retention, completion, and promotion rates of girls in the primary schools;
- Increases in the involvement and participation of parents and teachers in the management and monitoring of the scholarship program; and
- Establishment of intersectoral cooperation and coordination networks that support the financing, development, and implementation of scholarships.

### Suggested Timeline for Effective Implementation

Tasks of Implementation	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
Establishment of cooperative agreements with organizations working in areas of community development, management, training, and evaluation for supporting and implementing the program.	x	x	x	x	x	x
Elaboration of a needs' assessment of the socioeconomic and educational situation of girls to identify priority areas of implementation.	x	x	x	x	x	x
Creation and functioning of an intersectoral support network comprising the national, regional, and local levels.	x	x	x	x	x	x
Obtain support and acceptance of the program from communities and schools and organize the scholarship committees.	x	x	x	x	x	x
Process of identification and selection of candidates for scholarships.	x	x	x	x	x	x
Quarterly disbursement of scholarship funds to scholarship committees.	x	x	x	x	x	x
Planning, development, implementation, monitoring and evaluation of social awareness activities for leaders, teachers, parents, and children with community participation.	x	x	x	x	x	x
Identification of training needs and planning, development, implementation, and evaluation of scholarship committees and teacher training.	x	x	x	x	x	x
Production and updating of sensitization and training materials for communities, committees, teachers, and program personnel.	x	x	x	x	x	x
Development, implementation, and evaluation of administrative and managerial system.	x	x	x	x	x	x
Elaboration of annual work plans and reports, quarterly technical, and administrative reports.	x	x	x	x	x	x
Development and implementation of a monitoring and evaluation system.	x	x	x	x	x	x
Promotion of results of the program at the national, regional, and local level to gain support and commitment of resources for expansion of the program.		x	x	x	x	x

## Program Monitoring and Evaluation

Program monitoring and evaluation should be incorporated into the planning of the scholarship program and included as a permanent design feature. Monitoring is first related to the accomplishment of planned activities, that is, the level of efficiency achieved in implementation. The principal focus must be analysis of inputs in selection, implementation of procedures for selection, scholarship distribution, and participation of the school, committee, and community. It is necessary to develop a manageable, simple, and permanent system of reporting.

The monitoring process also involves the analysis of the inputs necessary to achieve program objectives. This analysis can be accomplished by appropriate communication among different actors in the program, namely girls and parents, teachers and ministry of education technicians, program managers, decision-makers, and donor agencies. This process has a corrective nature of learning and improvement.

Finally, the monitoring process also evaluates results and objectives in terms of the target population: the girls. The instrument used is the analysis of indicators of access, efficiency, and quality—that is, enrollment, retention, repetition, promotion, completion, academic achievement, and participation. Analysis of girls' self-esteem and confidence could be of special interest but would require considerable effort in creating reliable instruments appropriate for local populations. In Guatemala, for example, the use of foreign instruments to measure self-confidence among the indigenous population proved to be a failure.

The ideal way to monitor and evaluate a scholarship program is through creation of intervention and comparison groups. Prior to implementing the scholarship program, a baseline study should be conducted in target communities so that the magnitude of program impact can be measured.

In establishing intervention and comparison groups, it is necessary to identify initial differences and similarities of the groups to guarantee that they are comparable. This issue was raised by Liang (1996) in connection with the Educate Girls! project in Guatemala. A more exact, albeit more expensive, way of analyzing indicators is by using cohorts of scholarship recipients.

The impact evaluation should consider indicators such as continuation of scholarship recipients in higher levels of education, participation in the economic sector, diversity of employment and increased productivity. Another important area is the impact of the scholarship at the family and community levels.

The following are principles in scholarship programs' monitoring and evaluation:

- The use of comparison groups is mandatory;
- The use of cohort analysis is desirable;
- The development and implementation of a simple, efficient, and inexpensive information system is required; and
- The control of intervening variables is necessary to avoid confounding of results.

Uses of the information obtained through monitoring and evaluation include:

- Administrative use to improve implementation;
- Consciousness-raising to gain support for the program (donors, politicians, teachers, communities, etc.) and to motivate parents to send their girls to school; and
- Decision-making on program duration, areas of expansion, scholarship duration, and other modifications.

## **Sustainability and Cost-effectiveness**

When addressing program sustainability, important issues include program objectives, timeline, and levels of impact. Tietjen (1991) affirms that “both theory and research suggest that scholarship programs need to be provided for only one generation of girls in order to improve the educational participation of subsequent generations of girls.” It is probable that providing scholarships to a generation of girls has a lasting multiplier effect in the communities, one that motivates other parents to educate their daughters even without the economic incentive of scholarships. The concurrent implementation of a combination of interventions associated with the scholarship program produces a positive change in parents’ attitudes toward girls’ schooling and places a higher value on girls’ education.

During implementation, efforts should be made to promote an adequate political environment and a commitment of human and financial resources from the ministry of education, private sector, and local organizations to expand the program to underserved regions. Strong political will, leadership and funding are required for long-term sustainability.

Institutional capacity building of local NGOs in organization and management of human and financial resources is essential to sustainability. To instill local ownership it is necessary to consider community involvement and commitment from the program’s outset. Program beneficiaries should be involved in the process of program development from planning and implementation to monitoring and evaluation.

When analyzing cost-effectiveness, it is important to consider not only the expense associated with the scholarship intervention, but also the savings gained by improving educational indicators. For instance, increases in promotion rates of scholarship recipients are directly translated to savings in education investments.

## **Staffing Requirements**

The implementing organization should consider integrating a full-time team consisting of:

- A general program coordinator, in charge of administration, supervision, and monitoring of the program;
- An administrative and financial assistant responsible for establishing and maintaining budgets, the accounting system, financial reports, and supporting other program activities;
- One or two regional coordinators, depending on the program’s coverage;

- Outreach workers to work closely with the communities and to serve as the local link with the program;
- At least two trainers to train outreach workers, parents, and teachers; and
- A secretary.

In addition, the implementing organization will require technical assistance in areas such as project design, implementation, and evaluation, community development, and training and human resources.

### Required Budget

The following budget is meant only as an illustration. It assumes that the program would benefit 350 primary school girls in 12 priority communities. The costs are estimated based on the experiences of scholarship programs in Guatemala; adjustments of costs should be made in response to a country's economic conditions.

Category	Rate/Unit	Total/Units
<b>Salaries &amp; Wages</b>		
National Coordinator	\$1,200/ mo	\$14,400/12 mos
Administrative & Financial Assistant	\$ 700/mo	\$ 8,400/12 mos
Regional Coordinator	\$ 425/mo	\$ 5,100/12 mos
Outreach Worker (6)	\$ 285/mo	\$20,520/12 mos/each
Consultants':		
Project Design & Evaluation Spec.	\$1,800/mo	\$ 5,400/3mos
Community Development Spec.	\$1,800/mo	\$ 7,200/4 mos
Training and Hum. Resources Spec.	\$1,800/mo	\$10,800/6 mos
Materials Development Spec.	\$1,800/mo	\$10,800/6 mos
Parents &Teacher Trainer (2)	\$ 495/mo	\$ 5,940/6mos/each
Secretary	\$ 300/mo	\$ 3,600/12 mos
Subtotal		\$92,160
<b>Economic Incentive for girls</b>		
Scholarship recipients (350 girls)	\$ 46/11mos	\$16,100/11mos
<b>Promotion &amp; Training</b>		
Promotion activities in communities	\$18,000/year	\$18,000/12 mos
Scholarship Committees training	\$ 580/event	\$ 3,480/6 events/year
Program personnel training	\$ 420/mo	\$ 5,040/12 mos
Teacher training	\$ 1,670/event	\$ 5,010/3 events/year
Subtotal		\$31,530
<b>Travel &amp; Transportation</b>		
Per Diem	\$ 685/mo	\$ 8,220/mos
Transportation	\$ 300/mo	\$ 3,600/mos
Subtotal		\$11,800
<b>Other Costs</b>		
Equipment		\$ 3,500
Equipment maintenance		\$ 600/12 mos
Communications	\$ 50/mo	\$ 600/12 mos
Reproduction	\$ 100/mo	\$ 1,200/12 mos
Office supplies	\$ 80/mo	\$ 960/12 mos
Subtotal		\$ 6,860
<b>Monitoring &amp; Evaluation (5%)</b>		\$ 7,755
<b>Administrative costs (10%)</b>		\$ 13,028
<b>Grand Total</b>		<b>\$175,873</b>

<sup>1</sup> The costs of technical assistance will decrease after the program's first year, since the level of effort will be reduced.

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This document is one of a series in the Portfolio of Possibilities for Girls' Education. *The first six papers in the portfolio, coordinated by Archer Heinzen, Ph.D., are being published on the occasion of the International Conference on Girls' Education in May 1998. They are:*

- Enhancing Girls' Education through Community Schools
- Girls' Scholarship Programs
- A Media Intervention Model for Girls' Education
- Mentoring Programs: An Approach to Improving Girls' Participation in Education
- Improving the Physical Environment in Support of Girls' Education
- Using Incentives to Improve Girls' Participation in School

Documents in progress include:

- Girls' Clubs
- Programs for Out-of-school Girls
- Social Mobilization for Girls' Education
- Teacher Training in Support of Girls' Education

Anticipated future titles include:

- Enhancing Girls' Education through Multigrade Schools
- Child Care Programs in Support of Girls' Education

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