

LOCAL UNDERSTANDING AND PRACTICES ON SCHOLARSHIP
MANAGEMENT

By

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This thesis is submitted to the Tribhuvan University
In partial fulfillment of the requirements for
The Master of Philosophy in Education

May, 2009

ABSTRACT

Nepal is a multiethnic, multilingual, multi-religious and multi cultural country with geographical diversities. It has caste-based hierarchical social structure and norms. Such features of society provide special position for some castes and some fall at the bottom of societal framework. Schooling in Nepal, in a broader sense, has been influenced by this hierarchical social structure. Despite the governmental efforts to ensure equitable access to all school age children from different segments of the society, still many more children are outside the school system. Of several interventions to bring them into school system, scholarship is considered to be a very important strategy for fulfilling the stated objectives of achieving the national goal of Education for All.

In this context, this study dealt with the understanding and practices of scholarship management at the school level. In a specific manner, this study focused on assessing the processes, actors involved in scholarship management and their perceptions, identification of gaps as well as possible measures for addressing the gaps in scholarship management.

I reviewed literatures on concept of right based approach to education and system theory, scholarship related policies, and previous researches relevant to the topic. This study is based on the information obtained from the purposively selected six schools of Kathmandu valley and Kavre district. Head teachers, teachers, students, parents and members of school management committee were interviewed and interacted for the purpose of uncovering their understandings on scholarships and practices of scholarship management. Hence, I employed qualitative method in this study.

Different practices were observed in the management of scholarship in different schools and some gaps in understanding and practices were also noticed. By applying centralized approach, scholarship policies are developed at the national level with little or no consultation with the school level actors, which keeps policy makers far way from the ground realities.

Late delivery of scholarship funds to the schools, use of different criteria for selecting and distributing scholarships rather than following the centrally agreed upon criteria in the scholarship management guidelines, a little consultation with the parents and students while selecting the scholarship recipients, and the lack of information on and awareness of the purpose of scholarship among recipient students and their parents were major issues explored in my study. Poorer students are little benefited from the little scholarship amount because it is hard for them to manage indirect costs of education. Most of the parents were found indifferent and unable to discuss the scholarship provision. Gaps in the individual, institutional and systemic capacity certainly affected the effectiveness of scholarship management at school level.

For effective scholarship management at school level, improvement in institutional aspects, operational aspects and some ideological aspects would be required. It means there is a need in overall targeting, deciding coverage and identifying operational modalities. However, in short, giving authority and flexibility to schools for making decisions on the selection of students would be much more beneficial than as it is now.

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ACCEPTANCE AND RECOMMENDATION

The undersigned certify that they have read, and recommended to the Faculty of Education, Tribhuvan University for acceptance, the thesis entitled "LOCAL UNDERSTANDING AND PRACTICES ON SCHOLARSHIP MANAGEMENT" submitted by Hari Prasad Lamsal in partial fulfillment of the requirements for the degree of MASTER OF PHILOSOPHY in Faculty of Education with specialization in DEVELOPMENT STUDIES.

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ACKNOWLEDGEMENTS

This study has become possible with the help and support of several people – family members, friends and teachers. I am grateful to all of them.

First of all I would like to provide my sincere gratitude to Dr. Mahesh Nath Parajuli for his compassion, persistence and productive comments which were source of inspiration for me. I have received a lot of support from him as my supervisor. He has supervised me in every step of my study. Moreover, I am very much motivated by his gentle and gracious way in which he led me all the way through to the thesis to this stage.

I wish to extend my special thanks to head teachers, teachers, students, parents and members of school management committee those who provided me time for interactions and interview. In this line, I also extend my thanks to Mr Gyaneswor Amatya, Mr Krishna Prasad Dhungana and Mr Ram Chandra Dahal for their support.

I am very much indebt with my respected teacher Prof. Dr. Bidya Nath Koirala. Without his support, this study may not be in this shape. Similarly, I would like to provide sincere thanks to Dr. Lava Deo Awasthi, Dr. Bhoj Raj Kafle, Dr. Lekha Nath Poudel and Dr. Bishnu Karki who inspired me to operationalize the research in this way. Suggestions from Dr Shiva Raj Lohani and Dr Bhuwan Bajracharya were also memorable and inspiring. I am thankful to many other colleagues for their support in one or other way.

I would like to express my appreciation to Prof. Dr. Jai Raj Awasthi who read the draft dissertation thoroughly and provided me feedback in profusion. Similarly, I am also grateful to the support of Prof. Dr. Tirtha Raj Parajuli in this endeavor.

And, at last but not the least, I would like to express my honor to my father and mother. Similarly, I would like to thank my wife Laxmi, daughters Sunita, Madhu and Sabita, and other family members for their constant encouragement, support and cooperation.

May 22, 2009

Hari Prasad Lamsal

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ABBREVIATIONS

ARNEC	All Round National Education Plan
ASIP	Annual Strategic Implementation Plan
AWPB	Annual Work Plan and Budget
BPEP	Basic and Primary Education
BRAC	Bangladesh Rural Advancement Committee
CCT	Conditional Cash Transfer
CERID	Research Center for Educational Innovation and Development
DEO	District Education Office
DEP	District Education Plan
DIMC	District Incentive Management Committee
DOE	Department of Education
EAWEP	Equal Access for Women to Education Project
EFA	Education for All
EFA, NPA	Education for All, National Plan of Action
EGWN	Education for Girls and Women in Nepal
EMIS	Education Management Information System
FCGO	Financial Comptroller General's Office
FY	Fiscal Year
HLNEC	High Level National Education Plan
HT	Head Teacher
ICT	Information, Communication and Technology
IIDS	Institute for Integrated Development Studies
MDGs	Millennium Development Goals

MOE	Ministry of Education
MOES	Ministry of Education and Sports
MOF	Ministry of Finance
NCLB	No Child Left Behind
NEC	National Education Commission
NER	Net Enrolment Rate
NLSS	Nepal Living Standard Survey
NNEPC	Nepal National Education Planning Commission
NORDA	Norwegian Development Agency
NPC	National Planning Commission
NRs	Nepalese Rupees
RP	Resource Person
RPS	The Nicaraguan Red De Protection Social
SIP	School Improvement Plan
SMC	School Management Committee
TRSE	Technical Review of School Education
UNDP	United Nations Development Program
UNESCO	United Nations Educational Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
VEP	Village Education Plan

CHAPTER I

INTRODUCTION

Education is considered as a main vehicle for national development. By realizing its importance in national development, education in Nepal was made publicly accessible to general population after 1951; previously it had been reserved for the elite ruling class. Thus, the expansion of government education has resulted in an increase in the access to and quality education in the country. Although remarkable progress has been achieved in the provision of education, substantial challenges still exist for the equitable provision of quality education for all. The total enrolment in different levels of education has increased over the years, but access to education for children of socially marginalized groups remains a challenge (Department of Education [DOE], 2008), resulting unequal participation in terms of caste and gender perspectives (Maathuis, 2008; Frith, 2000). Nepal Living Standard Survey [NLSS] (2003/04) also confirmed that the children from better off families have enjoyed with better opportunities than others. Frith (2000) also provides similar views in this regard. She mentioned that high caste children have more access to school as compared to Dalit students.

Thus, ensuring equitable access to quality education has been taken as major dimensions of public education system in Nepal. Despite the national and international commitment, the enrolment rate between boys and girls, better off and disadvantaged groups still shows discrepancy between promise and reality. Among different interventions, scholarships and incentives are considered to be effective tools (Acharya & Luitel, 2006). The provision of scholarship is taken as an effective tool for maintaining the equity in enrolment. By taking it as a priority, the Government of

Nepal has also been allocating huge amount of budget in the scholarship programs for school education. To this end, the supports from the international communities have also been remained important.

Along with this background, the concerns are raised about the implementation of scholarship programs at school. The field reality on how the scholarships are functioning at schools help to assess the justification of the investment. This is the starting point for my study. Then, let me start with the focus of research areas with rationale, problems and purpose, research questions and the framework of the study.

Research Context

Nepali society has been characterized into several groups and sub-groups based on religion, ethnicity, economic status, gender and geographical locations. Historically, Nepali society holds deep roots in the Hindu caste system, with hierarchy of different groups of people within the system. As argued by Dahal, Gurung, Acahrya, Hemchuri and Swankar (2002), these sub-categories make the life difficult for some groups of people in terms of education, access to and control over resources, etc. They, further, argued that education in the society is also largely shaped by the inequitable conditions and disparities prevalent in the society because of favorable preference to some groups and multiple discriminations for others.

Traditionally, the educational opportunities were limited to some high caste people in society partly because of the limited development of formal education system and mostly because of more people were involved to acquire education informally with selected tutors (Gurus). Such informally expanded education system did prohibit for some disadvantaged people from getting the opportunity. Therefore, no doubt, education was prerogatives of the high caste people (Dahal et al., 2002). Since 1951, efforts for quantitative expansion of the public education system in the

country were introduced. However, the caste system and practice of discrimination remained deeply entrenched in the society, especially in rural areas, prohibiting the access to education for disadvantaged people. Hence, the persistent discrimination has direct linkage with the accessibility of the education and schooling.

After the establishment of democratic government in 1951, education has been kept in priority. Since then, it has been regarded as the most important key to human development. By considering this, it has always been kept in high priority for the development of the individual, society and the nation since that time. Education helps to reduce poverty. Therefore, it has been taken as a means to reduce poverty in Nepal (National Planning Commission [NPC], 2007). Caillods and Hallak (2004) also provided similar views in showing the relations between education and poverty. They argued that most of the Poverty Reduction Strategy Papers established negative correlation between education and poverty. They further argued on the statistics that shows the poor children are less likely to have access to education, more likely to start school late and to drop out. Thus, poverty is major factor which prevents poor children having access to school and completing the schools. Children who have access to education are more likely to escape poverty. Let me provide one example from the United Nations Decade for Poverty Eradication (1997-2006), a worldwide endeavor to confront the problem of human degradation caused by abject poverty. Similarly, they quoted the statement made by Julius Nyerere, former President of the United Republic of Tanzania who highlighted the importance of education in this way, "Education is not a way to escape poverty - It is a way of fighting it", in the question of "What can education do?".

In line with the importance of education in national development, Nepal has also taken visible measures for ensuring education to the citizens as a central function

of education system. In the context of ensuring access to and quality of education, Nepal has already shown its commitment to fulfill the goals of education for all that education is a fundamental right for all people. This commitment has been reflected in several international conferences and forums to universalize the primary/basic education, such as Dakar Framework for Action, 2000 and Millennium Development Goals. With this, Education for All Dakar Framework for Action 2000, Nepal has prepared a long term vision paper on Education for All, National Plan of Action 2001-2015 by aiming to achieve its goals within the set period of time (Ministry of Education and Sports [MOES], 2001).

Over the years, educational projects (such as Primary Education Project, Basic and Primary Education Project, Basic and Primary Education Programs, Education for All Program etc.) have been prepared and implemented to address the access to and quality of education in the country. However, participation in education as shown in statistics differs in terms of caste, ethnicity, gender and other forms of disadvantages (DOE, 2007).

By realizing the importance of interventions to increase access to and to retain and improve the quality of education, the Government of Nepal has also introduced several policy options to increase the participation of girls, Dalits and disabled in primary education and increase their retention and cycle completion rate. Of these, one of the visible measures is scholarships to girls, Dalits, and disabled because policy makers and planners believe that scholarships boost up enrolment, retention and learning achievement (Research Center for Educational Innovation and Development [CERID], 2005; DOE, 2006; Acharya & Luitel, 2006). With the continuation of such efforts, now the government is spending each year more than

NRs 65 million for providing scholarship to the students of targeted groups (DOE, 2008).

The available documents, published by the Government (Such as Periodic Plan, Education for All Core Document 2004-09, Annual work plan and budgets of Department of Education) have shown that scholarships in the form of small stipends, uniform allowances, accommodation in hostels and so forth have been used to promote education of targeted groups. In addition, a package approach has been conceived to bring about sustainable impact on improving girls' enrollment, retention and completion rates. The package includes: (i) school facilities, e.g., improved classrooms, toilet facilities, and water supply; (ii) female teachers to increase girls' enrollment and attendance; (iii) outreach program to overcome the barrier of distance to school; (iv) flexible schooling and out of school programs to address the opportunity costs of children, especially girls' schooling to adjust work with schooling; (v) early childhood development centers to free girls of younger sibling care (also improves school quality and efficiency); (vi) scholarships to girls to reduce the cost of schooling; (vii) improve the overall quality by providing curriculum and textbooks with gender sensitive messages, reducing teacher absenteeism, and improving teacher training; and (viii) mobilize community, through awareness campaigns, regarding the benefits from girls' education; (ix) feeder hostel programs; and (x) mid day meal and distribution of cooking oil/kerosene oil.

Because of such commitments and interlinked interventions, substantial growth in the enrolment of both the boys and girls at the primary level has been observed (Girls' net enrolment rate [NER] increased from 64 percent in 1999 to 85.5 percent in 2006 – a gain of 21.5 percent over a period). However, the gap between the enrolment of girls and boys still remains remarkable showing that girls' enrolment is

low as compared to that of boys (DOE, 2007). In addition, remarkable gaps between the rural and the urban, males and females and between ethnic groups and social groups can also be observed. Remote rural areas, females, ethnic minorities, Dalits and the poor are disadvantaged in terms of educational attainment (DOE, 2007). And at the same time, they deserve scholarships for their ensured access to and quality education.

Statement of the Problem

Scholarships in Nepal have long been used as a means of promoting education to the girls, children of disadvantaged communities and children with disabilities (Institute for Integrated Development Studies [IIDS], 2004). It has been used as a major strategy to attract children to schools and promote their education since the 1970s (Acharya & Luitel, 2006). Continuous expansion has been noticed in this regard and study also marked them as a successful program in providing scholarship. For example; Education for All (EFA) program has been relatively successful in distributing scholarships to girls and Dalits (IIDS, 2004; DOE, 2007a). In primary level, all Dalit children and 50 percent of girls who are poor get scholarship amounting Rs 350 per student per annum. However, research studies (Bista, 2004; IIDS, 2004; CERID, 2005; DOE, 2007a.) have identified some pertinent issues relating to scholarship management and functioning system, such as, low scholarship amount; inappropriate distribution mechanism; low relevancy and misuses of scholarship amount, fewer students served in relation to demand; and inaccurate data of eligible students to plan the schemes. Other issues in relation to the scholarship implementation were; delays in scholarship distribution, allocation is generally not adequate to address the policy commitment and there is often mismatch between needs and allocations by schools and districts. The expenditure tracking carried out by

Financial Comptroller General's Office (FCGO) in 2007 raised the serious concern on the data of eligible students provided by schools. The study further talked on inflated data, which often questioned on the reliable planning and its implementation. Hence, the functioning of scholarship system was also questioned. Likewise, local understandings about the scholarship provisions are yet to be explored.

As given in the policy documents of the Government of Nepal, scholarships to the primary level girls, Dalits and disabled children have been seen and offered as one of the most important strategy to address the issues of access, participation as well as equity (MOES, 2004). Education for All Core Document (2004-09), published by Ministry of Education, claimed that scholarship to targeted groups will help to reduce the inequity in school education thereby promoting social inclusion. However, several issues are associated with the scholarship programs, their distribution, uses and effectiveness such as inadequate amount, not targeted properly to the needy students, and flat rates to targeted groups irrespective of location, social disadvantages and poverty.

With this background, this study was concentrated on the issues related with the policy provisions and their implementation, local understanding and practices of scholarship programs at the school level. The broader focuses were, such as, were the scholarships programs implemented as per the provisions made by the policy? Were these targeted to the needy groups? How about the perception of stakeholders on scholarship implementation program and its effectiveness? Were there any gaps in the implementation of scholarships distribution process? How were the scholarships distributed? How were the distribution mechanisms monitored? What was the accountability structure?

Purpose of the Study

The topic of the research is "local understanding and practices on scholarship management". Perceptions and practices of scholarship management at the school level were also explored during the study. Hence, the understanding of scholarship at the school level was the primary focus of my study. In this regard, I have also analyzed the practices of the scholarship program, especially at the school level.

Education system in Nepal is also predominantly characterized by hierarchical structure ranging from Ministry of Education to the School at the bottom level (MOES, 2006). The ministry holds the authority of formulating scholarship policies and implementing them at the school level through its extended arms. As given in the Education for All Core Document (2004-09), scholarships were aimed to increase the participation and retention of girls and other targeted groups by considering scholarship an instrument of right based approach to education. However, studies (IIDS, 2004; FCGO, 2007) questioned the smooth functioning of the scholarship program at the school level and its understanding.

In such context, my prime concern was to uncover the reality with respect to the practicing and understanding of the scholarship program at the school level. The specific objectives of this study were to explain the processes and actors involved in scholarship management, to explain the perceptions of local stakeholders on the effectiveness of scholarships, to trace out the gaps on the implementation of scholarship program and to suggest the possible measures for removing the gaps on effectiveness of scholarships distribution

Research Questions

In this study, I have focused my attention on the followings research questions.

- a) What processes and actors are involved in the management of scholarship program at the school level?
- b) How do the local actors perceive the scholarship program, its functioning and effectiveness?
- c) What are the gaps, if any, in the implementation of scholarship distribution program and what are the effects of such gaps?

Rationale of the Study

Despite existing level of efforts, available government statistics on school education (NPC & UNDP, 2006; DOE, 2007) show that many Nepali children fail to complete a full cycle of good quality primary education. This could be because of the education system's lack of capacity and resources, language differences and the significantly lower levels of access to quality education of girls compared to boys and of children from poor families and from the disadvantaged caste, ethnic and religious groups (The World Bank, 2004). This leads to form a vicious cycle of poverty, lack of education and limited employment, which holds back the most economically disadvantaged populations. All of these hindrances help to conclude that Nepal is unlikely to achieve universal primary education by 2015 (NPC & UNDP, 2006). The main challenge is to overcome the inadequate access to quality primary education that many girls, Dalits (as caste groups), Janajatis (as aboriginal groups), Muslims (as religious minority groups) and other disadvantaged groups face. Other challenges are the limited

capacity of state institutions, inadequate physical learning environments, often low quality of education and the shortage of trained teachers (The World Bank, 2004).

To overcome the financial burden of households, scholarships are seen effective means. In the same line, Arends-Kuenning and Amin (1998) highlighted that the scholarship schemes were started by the assumptions that financial constraints are one of the major impediments to schooling. They further mentioned that the school scholarship programs minimize the direct costs of schooling by providing some amounts to the needy children, which also compensate parents for the indirect costs of schooling, specifically, their children's forgone labor. Children contribute to the household economy through activities that bring in cash such as agricultural work and wage labor. Children also contribute through providing child care and housework. Because families are paid when their children attend school, the schooling scholarship programs cover the indirect costs of forgone child labor as well as the direct schooling costs.

Likewise, other studies also focused on the importance of scholarships both at the national and international contexts. In the context of Nepal, there were also other specific studies, commissioned by Ministry of Education, Department of Education, and Research Center for Innovation and Development (CERID), on scholarships and their impact on enrolment. But these studies were conducted from different theoretical bases. The scholarships and their implementation were not seen from rights based perspectives. And, the Government of Nepal has also been providing certain amount of scholarships by labeling them as poor, Dalits, disable and marginalization. The concern is that how the local people see and perceive this notion as clients? Such question was remained unanswered till now and their views as well as opinions were not solicited.

Specifically, the study was concentrated on the policy provision and their implementation as well as functioning and understanding of the scholarships at the school level. The reality lying at the school level was explored by unfolding the perception of stakeholders.

As one of the bureaucrats, I understood that this study would certainly add value in the field of policy formulation and implementation of policies at the school level with regard to the scholarship management. And, the knowledge generated by this study can be used in the education field.

Delimitations

This study emphasized on the academic analysis about the empirical findings with respect to the understanding and practices of scholarships at the school levels. Of several scholarship schemes implemented in the school education, this study only covers scholarships for primary education. Only two issues- understanding and practices- were covered in this study. However, the study also focused on scholarship management and effectiveness. Scholarship management was confined to the selection of eligible students for scholarships, scholarships distribution procedures, involvement and perceptions of school stakeholders on the purpose and practices, information flow to and among themselves. Similarly, the effectiveness dealt with the terms of providing scholarship to the targeted groups as envisioned in the scholarship policies, actors' involvement in scholarship management, the use of scholarship by the recipients and developing understanding on the purpose of scholarships.

In view of the limited time and scope of the study, the field data collection especially the interview and discussion with the students, parents, teachers, head teachers and members of School Management Committee (SMC) members were confined to the six schools of Bhaktapur, Lalitpur, Kathmandu and Kavre districts.

As this study was administered through my personal effort and resources, it could not cover all issues relating to the scholarship management.

Organizing Thesis Chapters

This thesis includes eight chapters. The first chapter deals with the background information in relation to the research topics followed by the review of theories, relevant literatures and both the studies conducted in national and international contexts in chapter two. Research methodology including conceptual framework and research procedures used in this study is presented in chapter three. Chapter four includes review of scholarship policies and programs in national and selected countries. Similarly, the chapter V includes the scholarship management at schools. Gaps in the scholarship management are identified in chapter VI. The findings and discussion are presented in chapter VII and chapter VIII deals with the summary, conclusion and future directions. References and annexure are given accordingly in the later part of the thesis.

Definition of Key Terms

Actors	Actors in this study include head teachers, teachers, parents and members of school management committee
Effectiveness	Effectiveness in this study deals with the terms of providing scholarship to the targeted groups as envisioned in the scholarship policies, actors' involvement in scholarship management, the use of scholarship by the recipients and developing understanding on the purpose of scholarships.
Perception	Perception in this study refers to "the faculty of acquiring sensory experience" (Marshall, 2005, p.488). Likewise, Robbins, Judge and

Sanghi (2007) explain that "perception is a process by which individuals organize and interpret their sensory impressions in order to give meaning to their environment" (p.174). Hence, what one perceives can be substantially differs the perceptions of others. The perceptions of both can be different from objective reality. Therefore, it depends on time, work setting, social setting, attitude of persons, motives, interests, experiences and expectations.

School

Stakeholders School stakeholders in this study include head teachers, teachers, parents, students and members of school management committee

Scholarship

Management Scholarship management is related with the selection of eligible students for scholarships, scholarships distribution procedures, involvement and perceptions of school stakeholders on the purpose and practices, information flow to and among school stakeholders.

Summary and Conclusion

In this chapter, I have provided background context of the research, research problem, rationale of the study, objectives of the study, framework of the study, ethical concerns in brief, and organization of this thesis at the end.

Despite the implementation of several scholarship programs to increase access to and enhance the quality of education at primary level, many more children are still outside the school system and those who continued in schools with poor performance. Some challenges with regard to the scholarship management were highlighted by several studies. By the assumption that local management and understanding of scholarship from local perspectives could help to improve the gaps and challenges

persisted at the present context. Therefore, understanding and perceptions were also considered important for making scholarship management more effective. In this vein, this study aimed to focus to uncover the realities persisted in the scholarship management at school level, which have been dealt in the coming chapters.

CHAPTER II

LITERATURE REVIEW

This section includes both the development of theoretical framework for this study and review of relevant policy documents as well as empirical studies on scholarships. In this study, I used a theoretical framework of rights based approach to education to assess the adequacy and appropriateness of scholarship in primary education. The system perspectives, in this study, comprise the service delivery in relation to the scholarship program from ministry of education to the school level. Thus, system theory is also taken into consideration to assess the management and practices of scholarship at the school level. Moreover, the implementation of scholarship program also acted as a system like input-process-output and outcome. Keeping these views in mind, the following theoretical framework has been used to understand the meaning of scholarships and to respond to the research questions.

Concept of Incentives

First, I went to look for the meaning of incentives. The meaning of incentives is a formal scheme used to promote or encourage specific actions or behavior by a specific audience during a defined period of time. Incentives could be either cash or non-cash. Similarly, Person (n.d.) mentioned about competitive (extra-contractual) and contractual incentives. The contractual incentives are further classified by objectives, method of assessment and incentive rewards.

Likewise, UNESCO (2004) also provided definition of incentives on the "impact of incentives to increase girls' access to and retention in Basic Education" in the following way;

Incentive programs are a direct response to cost analyses that study the expense to a family of sending children, especially girls, to school. Costs can be divided into direct costs of schooling (e.g. school fees, uniforms, shoes, school books and supplies) and indirect costs (e.g. opportunity costs whereas families cannot afford the loss of income or labor contribution. ...Incentives are generally aimed at encouraging parents, but are also designed to support girls in their education. Program can include small scale scholarships, subsidies, food, uniform allowances and accommodation in hostels (p.I).

From these definitions and quotes, I knew that incentives are support given to the targeted groups to fulfill the stated objectives. In the meanwhile, they can be in different forms.

Rationale of Incentives

In developing countries, still a large number of children are yet to be enrolled in schools and those who are already enrolled are getting poor quality education. This could be because of several reasons. Of them, under-investment in education may also be related to cause low expected returns from schooling: where school quality is poor, levels of learning are low and the prospects for improved earnings as a result of schooling are limited (Amin & Sedgh, 1998). As argued by them, the direct costs for fees and books, as well as the more indirect costs of higher standards of nourishment and clothing are perceived to be a necessary condition of attendance. Second, they further mentioned that there are opportunity costs, since children engage in various productive activities from an early age, schooling either translates into very long workdays for children or foregone income for the family.

Inadequate access to and poor quality in education is also the main concerns for policy makers. The concerns are; how to get children in schools, how to retain them and how to make them able to complete the levels of education with desired performance (MOES, 2001). Categorically speaking, in Nepal access is not so much

problem anymore, although many children remain out of schools. The next important problem is that of poor quality of education.

In line with the low investment, poor access and poor quality of education, Birdsall, Levine and Ibrahim (2005) suggested three strategies, which take into account powerful demand side interventions for universalization of primary education. These are crafting specific interventions to reach out of school children, increasing educational opportunities (formal and non-formal) for girls and children from disadvantaged communities, and increasing access to post primary education.

Of these strategies, I have focused only in specific interventions with regards to incentives for children, which help them to complete their primary cycle. As Birdsall, Levine and Ibrahim (2005) mentioned that these interventions include eliminating school fees, instituting conditional cash transfer, school feeding programs, and school health program. They also argued that support to mothers has also strong positive relationship with the girls' education, therefore, it is also considered as an incentive to children.

Hence, to ensure access to and enhance the quality of education the experiences around the world show that incentives are given either for parents, or for children, or for teachers, or for schools and for the combination of two or more. In Nepal, most of the incentives are focused to students only. From the above discussion, I gained knowledge that incentives to students are given to address the issue of inequity, to promote retention and learning. This knowledge is also supported by Wright (n.d.) the goal of education incentive program is to encourage tribal member children, youth and adults to maintain good grades, attend schools regularly and to improve their academic performance. Likewise, In Nepal, as argued by Acharya and Luitel (2006), scholarships and incentives have long been used as a means of

promoting girls' education. The rationale behind such consideration is that scholarships and incentives can boost up girls' enrolment, retention and learning achievement in schools (Bista, 2004; CERID, 2005; FCGO, 2007).

Hence, scholarships in Nepal have been considered powerful means having multiple effects to address on the issues of access, equity and quality. From the review of documents related to scholarships show that the bases of incentives in Nepal and abroad are poverty, regional disparity, social justice, gender, and performance based meritocracy.

Rights-Based Approach to Education

Rights-based approach to education, a conceptual analytical and methodological framework, is considered relevant and appropriate to assess the education for all. It has seen more potential to contribute to the attainment of the goals of education for all than needs-based development approaches to education (UNICEF, 2007). Similarly, this approach to education is based on the principles of universality and equity. However, millions of children around the world are deprived of the right to education. Nepal is no exception in this case.

The conceptual framework for the rights-based approach to education presents three interlinked and interdependent dimensions; the right of access to education, the right of quality education, and the right to respect within learning environment (UNICEF, 2007). In order to ensure right to education, this framework further identifies the importance of a supportive political and economic environment, a robust legislative framework and rights-based education policies if governments are to realize the Education for All goals, and it elaborates the actions needed in each of these three areas. In addition, it also demands the specific roles and responsibilities of parents and other caregivers, communities, teachers, civil society organizations and

the international community, and the ways they can contribute to the realization of the right to education.

Hence, from the framework, the concept of rights to education can only be realized in a political and economic environment that acknowledges the importance of transparent, participatory and accountable processes, as well as broad-based collaboration both across government and in the wider society. It needs a long-term strategic commitment to the provision of adequate resources, development of cross-departmental structures, engagement with the energies and capacities of parents and local communities, and partnership with non-governmental organizations (CERID, 2007).

This framework has been taken as a reference tool for policy makers and practitioners in education, as well as for those working in international development cooperation. A rights-based approach tries to integrate the norms, standards and principles of the international human rights system into the plans, strategies, policies and the processes of development programming. It is comprehensive in its consideration of the full range of indivisible, interdependent and interrelated rights – civil, cultural, economic, political and social. The norms and standards are those contained in the internationally agreed treaties and conventions. Equally important is that a rights-based approach applies guiding principles to ensure an acceptable development programming process. Governments and schools must, therefore, pay special attention to children who should be in the school, and are not, and to children who are in school, but are unable to succeed there (UNESCO, 2000; Sandkull, 2005; UNICEF, 2007; CERID, 2007).

Hence, all children have the rights to good quality education and should be encouraged to go to schools to the highest level possible. The education should help

children use and develop their talents and abilities. It should teach them to live peacefully, protect the environment and respect other people (Sandkull, 2005). For ensuring the universalization in primary education, rights based approach to education provides framework for participating countries, which demands several interventions as well (UNICEF, 2007).

Conceptual Framework of Rights Based Approach

As mentioned above, rights to education ensure universality and respects diversity. It values the respect for difference and the rights to be different in regard to culture, language, religion, disability and identities. Ensuring universal education for all needs to be undertaken with due regard for all differences and diversities. It addresses and responds to the diverse needs of all learners by increasing participation in learning and reducing exclusion in education. One of the main aims is to support education for all, with special emphasis on removing barriers to participation and learning for girls and women, disadvantaged groups, children with disabilities and the out-of-school children (UNICEF, 2007). The overall goal is to create a school where all children are participating and treated equally.

Tomasevski (2004) on her Manual on "Rights-based Education" attempts to translate globally accepted human rights standards into guidelines for national education strategies. She developed a conceptual framework which provides "4- A" approach. She further highlighted the role of state to protect, respect and fulfill the right to education in terms of making education available, accessible, acceptable and adaptable. This demands a holistic approach to education, which reflects universality and indivisibility of all human rights.

Table 2.1

Rights Based Approach to Education

Availability	Accessibility	Acceptability	Adaptability
Education must be made available to all.	Adopting a life cycle approach	Free and compulsory education for all children.	Child rights that education should respond and adapt to the best interests of each child.
School must be in physical proximity to students, and education must be affordable for all.	Providing available and accessible schools	Requirements of international human rights law for government to respect parental freedom of choice	School must adapt or change to meet the needs of children from different communities and respond to the needs of students from diverse social and cultural settings
Should be free from discrimination.	Removing the economic barriers to education	Educational environments should be emotionally, intellectually, physically and culturally safe and nurturing.	
Adequate school facilities and programs that support children must be made available.	Promoting inclusion and ending discrimination	Schools have to maintain minimum standards for quality and safety.	

(Tomasevski, 2004)

Availability is concerned with free and compulsory education for all children.

It also draws attention to one of the key requirements of international human rights law for government to respect parental freedom of choice. In this context, adequate school facilities and programs that support children must be made available.

Regarding accessibility, education must be made available to all and it should be free from discrimination. School must be in physical proximity to students, and education must be affordable for all. In the case of acceptability, educational environments should be emotionally, intellectually, physically and culturally safe and nurturing.

Schools have to maintain minimum standards for quality and safety. Similarly, school

must adapt or change to meet the needs of children from different communities and respond to the needs of students from diverse social and cultural settings. It emphasizes the key principle of child rights that education should respond and adapt to the best interests of each child.

From rights based approach as argued by Tomasevski (2004), I could derive at least four basic elements, such as availability, accessibility, acceptability and adaptability, which are required for ensuring universalization of primary education in Nepal. Ensuring these elements demands several interventions, holistic interventions (UNICEF, 2007). These interventions should be considered both from the supply side and demand side. Of them, I have only concentrated my focus on one of the demand side interventions i.e. incentives to girls, Dalits, marginal Janajati and children with disability. The children from these groups are marginal in terms of social, economic, cultural and linguistic aspect. Therefore, from the rights based perspectives they deserve right to education with free of costs and other necessary support.

Following Tomasevski (2004) in the field I have assessed whether the incentives given to the targeted groups in the study are as per their needs and requirements. Because of low income of the family, the poor children cannot afford direct as well as indirect costs of education. Hence, I have realized that it is necessary to assess whether the exiting scholarship programs in Nepal are from the rights based perspective or not. I have interacted with the informants and tried to explore the field reality in the subject matter.

International and National Efforts

This includes both the efforts made in the international as well as national contexts.

International Efforts

Education is considered as a universal right since the adoption of "The Universal Declaration on Human Rights" by the General Assembly of the United Nations on 10 December 1948. Since then, the right to education remains high on the agenda of the international community and UN Declarations, and affirms in numerous global human right treaties. This is also equally recognized by almost all governments in the world as pivotal in the pursuit of development and social transformation. The basic principle concerning education in the declaration is Article 26, which states that "everyone has right to education. Education shall be free, at least in elementary and fundamental stages. Elementary education shall be compulsory (Third World Congress, Agenda: 7 Theme Report 1)". Similarly, the UN Convention on the Rights of the Child (1989) places responsibility on government to ensure that all children have access to primary education. The Convention elaborates an understanding of the right to education in terms of universality, participation, respect and inclusion (UNESCO, 2003; UNESCO, 2004a; UNESCO, 2005; UNESCO, 2006; UNESCO, 2007). In this regard, the education for all initiatives (Jomtien Declaration 1990, Dakar Framework of Action 2000 etc) has also created visible effects.

National Efforts

In line with the international development, Nepal is one of the signatories of the above-mentioned conventions and treaties. The country has demonstrated its commitment to ensure the right to education through the provision of legal arrangement, formulation of several plans and policies in line with the spirit of these Conventions and treaties. Realizing the broader framework of ensuring basic education to all, Education for All, National Plan of Action 2001-2015 was prepared and approved by the government. The Interim Constitution of Nepal, 2007

reemphasized the commitment to the right to education, and the government is committed to increase the allocation of an appropriate level of resources to education. From all these efforts, it has been realized that girls and boys have the right to an education that guarantees their full participation in society and the economy. All these means that Nepal is committed to "ensuring that by 2015, all children-particularly girls, children in difficult circumstances and those belonging to ethnic minorities-have access to complete, free and compulsory primary education of good quality" (MOES, 2001).

In this way, Nepal's effort towards rights-based approach tries to integrate the norms, standards and principles of the international human rights system into the national plans, strategies and the processes of development program. Therefore, a high degree of participation from the target groups and beneficiaries are expected in these plans and programs (NPC, 2007).

Despite such development, the review of the millennium development goals also showed that only available policies and programs were insufficient for ensuring education for all from the rights based perspectives (NPC & UNDP, 2006). To make it happen, state must develop specific education policies and programs in line with the concepts of rights based perspectives to education. Such policy can only provide 'direction towards achieving the overall goals by prescribing the aims, the objectives and the targets' (Premi, 2001) and also play a role to 'ensure standards of practice, ensure high quality, promote a systematic consistent approach, build sustainability and facilitate collaboration' (D'Antoni & Mugridge, 2004). In this context, policies help to devise necessary actions to remove the multiple barriers that impede children's access to education because they are 'statements with state authority coupled with accountability' (Mukhopadhyay, 2001).

The right to education is enshrined in the Interim Constitution 2007, the Education Act (2001, Seventh Amendment), and international human rights instruments. Though Nepal's education policies are based on a rights-based framework (whereby the state guarantees the right to education for all), education policy allows for only the provision of free primary education, not mandating compulsory and free education in legislations. Thus, in theory education is free and accessible to all; however, in practice, numerous economic and social barriers to education prevent numerous children from receiving quality education (UNICEF, 2007).

As a result of persistence of such multiple barriers in Nepal, a significant number of girls and children from excluded and vulnerable groups are not enrolled, not attending, or not completing a cycle of (even) basic education (as given in Nepal Living Standard Survey, 2003/04) (NPC & Central Bureau of Statistics [CBS], 2004). In addition, there are many children who, despite being in school, are not fully enjoying their rights to a good quality education from equal opportunities, protection and non-discrimination perspectives.

Review of Policies

Review of periodic development plans showed that the process of decentralizing policy and budgetary measures has been initiated over the years, however, in practice, policy-making and budgeting is still highly centralized. Several practices were carried out in this regard. To this end, for ensuring the participation of the grass root level, micro planning exercises in education have been carried out through School Improvement Plan (SIP), Village Education Plan (VEP), District Education Plan (DEP), Annual Strategic Implementation Plan (ASIP) and the Annual Work Plan and Budget (AWPB). With the move to decentralize education policy and implementation,

power was transferred to local bodies. The 7th Amendment of the Education Act (2001) provided for School Management Committees (SMCs) to manage primary schools with community involvement; however, the SMCs have a few female and minority members, thus relevant stakeholders are not accurately represented.

The efforts in this direction are aimed to ensure the participation of local level people in the planning, implementation and monitoring. However, it has been realized that present efforts are insufficient for ensuring the participation of all while formulating policies and programs. These efforts can be related with the statement as made by Fowler (2004), in the context with the public policy in this way;

Public policy is the dynamic and value laden process through which a political system handles a political problem. It includes a government's expressed intention and official enactments as well as its consistent patterns of activity and inactivity (p.8).

Likewise, Fowler (2004) also discussed the context by using the term 'policy environment'. Policy rests upon value laden public belief - general social values (order and individualism), democratic value (liberty, equality and fraternity) and economic values (efficiency, economic growth and quality). Once a value becomes the highest priority in education policy it tends to hold that position for a long time. Education policy is also a response to a specific social setting that includes a wide range of phenomena such as economic forces, demographic trends, ideological belief systems, deeply held values, the structure and traditions of the political system and the culture of the broader society. Moreover, policies are responses to the complex dynamics of a specific social setting.

Similarly, Premi (2001) stated that policy formulation is basic to planning and management of education because it not only specifies the goals and objectives that education system proposes to achieve but also determines the choice of actions.

Several strategies have been adopted for enacting the educational policies. In Nepal, the policies are largely the outcome of either legislation or cabinet decision or Ministry of Education. Legislation and cabinet decisions are often based on the recommendations of Committees or Commissions appointed by the government. Sometimes, ministry can also propose policies.

Ensuring rights based education, as highlighted by UNICEF (2007), demands appropriate and inclusive policies which can accommodate the measures for all beneficiaries. Policies are statement of government actions and inadequate policies do not overcome the barriers existed in the system. Therefore, this study focused on the concerns of inadequate education policies which do not provide support to remove the economic barriers of poverty ridden people. From the review of literature, I have found that to remove the economic barriers, formulating and implementing policies for the abolition of fees for primary education is first and foremost requirement. Similarly, inclusion of specific measures such as stipends and cash transfer is also necessary.

From the review of the policies in the national contexts it is deduced that because of lack of financial incentives to poor children, children are still not enrolled in schools or do not complete their school education. Numerous economic, socio-cultural, legal, geographic, and other barriers to education restrict their access and retention, especially for poor and vulnerable groups. These barriers can only be removed from appropriate policies formulation and implementation.

With this background, I have learned that policies to provide scholarships are necessary, which aimed to increase access to quality education for girls, Dalits, the disabled, and martyrs' children. In selected areas mid day meals, cooking oils for girls and de-worming tablets have also been provided. Although the government funds

numerous scholarships and grants for disadvantaged students in primary and secondary schools, they are limited in number and funding amount. Thus, not all students in need receive financial support and the support is inadequate to meet the costs of schooling.

In this regard, Bista (2004) argued that scholarship policy issued at the national level is inconsistently and unevenly implemented at the local level. And, many of the provisions ensuring access to education for disadvantaged groups are not sufficient and often are not properly implemented. In order to make education universally available, more resources are required. UNICEF (2007) also sees it a sort of tension, if the resources are scarce.

Allocating more resources in stipend or scholarship program is a need for poor and disadvantaged groups. Equally important is making services available on time. It means timely delivery of stipends or scholarship creates better outcomes. The World Development Report (The World Bank, 2004) states that services that are accessible, affordable and of good quality help to improve outcome for poor people. It further states that making services work requires improving the institutional arrangements for producing them. By considering this, I have selected system theory, which I have described in the later part of this section, to see the functioning of the scholarships because education services such as scholarships are delivered to the target group through education system involving several institutions. In this way, system is inseparable part of the service delivery.

Review of System Theory

A concept of system includes: system-environment boundary, input, output, process, state, hierarchy, goal-directedness, and information. The systems theory was first originated in biology in the 1920s out of the need to explain the interrelatedness of

organisms in ecosystems and later was proposed in the 1940's by the biologist Ludwig von Bertalanffy. It focuses on the arrangement of and relations between the parts, which connect them into a whole (holism) (Bertalanffy, 1968). A system consists of four things.

The first is objects – the parts, elements, or variables within the system. These may be physical or abstract or both, depending on the nature of the system.

Second, a system consists of attributes – the qualities or properties of the system and its objects.

Third, a system had internal relationships among its objects.

Fourth, systems exist in an environment.

Hence, a system, then, is a set of things that affect one another within an environment and form a larger pattern that is different from any of the parts. The fundamental systems-interactive paradigm of organizational analysis features the continual stages of input, throughput (processing), and output, which demonstrate the concept of openness/closeness (Bertalanffy, 1968).

A system can also be characterized by both closed and open systems. A closed system does not interact with its environment. It does not take in information and therefore is likely to atrophy, that is to vanish. An open system receives information, which it uses to interact dynamically with its environment. Openness increases its likelihood to survive and prosper.

From Bertalanffy's concept, several system characteristics are also found. These are wholeness and interdependence (the whole is more than the sum of all parts), correlations, perceiving causes, chain of influence, hierarchy, supra-systems and subsystems, self-regulation and control, goal-oriented, interchange with the environment, inputs/outputs, the need for balance/homeostasis, change and

adaptability (morphogenesis). Different types of networks like; line, commune, hierarchy and dictator networks are found in the system. Communication in this perspective can be seen as an integrated process – not as an isolated event (Bertalanffy, 1968).

By considering such characteristics of a system, I used the system theory to assess the service delivery of scholarship. Education service delivery can also be viewed as a production model as in the mechanical science. In another word, a system exists in education for delivering services. I have tried to see the management of scholarships from system perspectives. The delivery of services from ministry to the recipient is viewed as a system. It includes the political and socio-economic environment as a context, policy documents, legal documents and programs as inputs, fund flow, guidelines dissemination as process and scholarship received by students as output.

Scholarship Management from System Perspectives

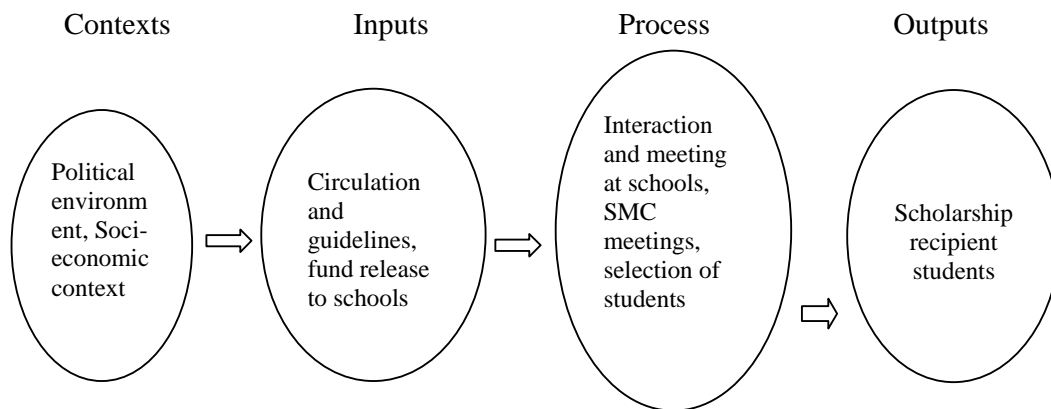
Scholarship management at school involves sending of guidelines and necessary documents to schools, release of fund to schools from district education authorities, selection of students and scholarship distribution to them. All these processes are clearly linked with the system components such as contexts, inputs, process and outputs. But the there are several sub-systems with the broader system of scholarship management at the national level. So, a system does also exist at the school level with regard to the scholarship management.

The release of funds takes place from Ministry of Finance (MOF) to Ministry of Education (MOE), then to the Department of Education (DOE) and then to the concerned spending cost centers and finally to the recipients. The DOE fixes the norms and criteria on scholarship amounts and then sends them along with the fund to

the District Education Offices (DEO). Each DEO releases the scholarship amounts to the schools on the basis of available quotas and amounts of scholarships. Hence, DEO is made responsible for ensuring the flow of scholarship funds to the schools either with the help of concerned Resource Persons (RPs) or the head teachers.

As per the scholarship guidelines, the school management committees (SMCs) and head teachers are the most responsible people for the implementation of the scholarship program at school. Generally, head teachers with the support of teachers identify the possible recipients and submit the name list to the SMC meetings for decision. After the decisions of SMC, schools distribute the scholarship amount to the students in the presence of their parents. The following diagram helps to clarify the scholarship management at school from system perspectives.

Figure 2.1 Scholarship management at school from system perspectives



(Bertalanffy, 1968)

From the discussion on the rights based approach to education and the system theory, I came to know that for ensuring rights based approach to education the state has some obligations and government is expected to perform such responsibilities. To make happen the elements of rights based perspectives in the field, a system is

required which helps to fulfill the requirements by delivering services to the beneficiaries. First, a strong supportive political and economic environment is required. Such environment acts as a context of the education system. A robust legislative framework and appropriate policies are necessary for ensuring access to and quality education, which are required inputs for the education system. In this way, system (context-input-process-output) plays a role to translate policies into actions through different interventions (UNICEF, 2007).

Hence, as argued by Best and Kahn (1999), I have taken the system theory to find out how a system or organizations like school functions with regard to scholarship management. Furthermore, I have also documented what works and what has not worked. From the literature review, I came to know that to disclose the scholarship management system at the school level, the overall context of the school with regard to scholarship management, interactions among school head teachers, interaction among teachers, members of school management committee, and working culture of the school management are also equally necessary, which I have received from system theory.

Review of Studies

In this section, I have reviewed the empirical studies (thesis and academic studies), and commissioned researches with regard to the scholarship (importance, distribution procedures, functioning and impact). The purpose of doing review in this section is to understand the already established knowledge, strengths and weaknesses of the scholarship system. From the literature review in the earlier part of this chapter, I have learned that scholarships are viewed as a means to support girls, Dalit students and disabled students to retain them in the schools. But in this part, I have tried to explore already established knowledge on this matter.

The education regulation 2002 has included the provisions relating to scholarship and free education for school level students along with the criteria to award scholarship. The bylaws 151 (1) states that the school shall make available talency scholarship having exempted cent percent and fifty percent of fee respectively to the talent students holding first and second position in each class. Similarly, bylaw (2) is related with the institutionalized schools shall make available scholarship at least five percent of the total number of students belonging to poor, disabled, female, suppressed and ethnic classes (Ministry of Law and Justice [MOLJ], 2002).

As envisaged by the education regulation, the scholarship distribution procedures should also be participatory. It states that prior to providing scholarship to eligible students, the school shall publish notice at the school for submitting application for such scholarship (by law 3) (ibid).

The Education for All [EFA] (2004-2009) is the major priority program in the country which has been implemented with the objective of increasing access to and retention, improving quality and enhancing management efficiency in the school education system. Scholarship is taken as a major strategy for improving access to retention of targeted groups in this program. Similar notions can also be found in the Tenth five year plan and Three years' interim plan. Hence, the priority in these documents has been improving the access to and quality of primary education through recognizing the importance of scholarship and incentives. The program has introduced various incentive schemes to attract students from marginalized and disadvantaged socio-economic groups to achieve EFA stated goals, such as scholarship to 50% girls, Dalits scholarships, scholarship for disabled students and scholarship for martyr's children. Until now the EFA program has been relatively successful in distributing scholarships to girls and Dalits (IIDS, 2004; DOE, 2007a).

The Education for All National Plan of Action (EFA, NPA 2001-2015) also highlighted the importance of scholarship in school education. It further states that “extremely disadvantaged hard-core groups need special preferential treatment to guarantee their access to education” (MOES, 2001). Similarly, it also proposes some non-educational support, such as food, jobs for their parents and other forms of material support for those children who belong to marginalized and disadvantaged communities. Giving much emphasis to parity in four areas, such as parity in access, quality, relevancy and management, the EFA national plan of action puts forward the idea of inclusion through planned support to those children who are still out of school.

With these rules and policies, I have reviewed studies conducted both at the national and international contexts.

Studies Conducted at the National Context

“The Functioning and Effectiveness of Scholarship and Incentive Schemes in Nepal” has made a focus on policy framework for incentive/scholarship programs in Nepal, their types and management /distribution procedures of girls’ scholarship/incentive schemes and experiences of Rasuwa, Saptari and Surkhet districts. The study stressed that besides the Ministry of Education, a number of scholarship schemes were managed by international non governmental organizations, schools, charitable individuals and donor agencies in the schools (Acharya & Luitel, 2006).

The study further mentioned that in the case of government scholarship, the District Incentive Management Committee (DIMC) managed the distribution of scholarships in all three districts. The study identified that, a formula was developed to allocate the Dalit scholarships quota to schools in Saptari district, while in other two districts no such basis was reported. In all three districts, the available scholarships have reached the needy population, but complained that they did not

cover all of the needy children. They also found that with the scholarships the school attendance has increased. One problem is lack of information about the availability of various kinds of scholarships schemes (Acharya & Luitel, 2006).

Similarly, the “Effectiveness of Incentive/Scholarship Programs for Girls and Disadvantaged children” study focused on incentive programs such as educational incentive programs for girls, Dalits and Primary school scholarship for all girls. The study was carried out in 20 schools of 12 VDCs in 5 districts (Khotang, Parsa, Kapilvastu, Nawalparashi and Darchula districts). The study has traced out several strengths and weaknesses such as; a) incentive amount varies from one districts to other, b) less priority was given to grade 1 girls in the incentive distribution in Parsa district, c) no regular follow up and monitoring of the incentive programs (central level to school level), d) variation in the modality of the selection of girls’, and e) misuse of scholarship money in the districts. Similarly, other issues were; a) no attention was given to children's school regularity before scholarship distribution, b) scholarship quotas provided did not meet the needs of the Dalit students, and c) distribution of scholarships increased the student enrolment in the schools were other findings of the study (CERID, 2003).

Earlier, CERID's study (1999a) the "Review and Evaluation of Incentive Schemes to Encourage Girls' and Women's Participation in Basic and Primary Education (Phase II)" had described various incentive schemes of the government and other organizations used for the development of girls' education at basic and primary level. The study was conducted with two major objectives: a) to list schemes of incentives intended to motivate girls to basic education and b) to review the incentive schemes directed towards increasing the participation of girls in basic and primary education. The study showed that the incentive programs were not effective and

suggested the need for changes in the scheme including a restructuring of the scholarship quota distribution as per the number of girls' students in primary schools (CERID, 1999a).

Likewise, the "Review and Evaluation of Incentive Schemes to Encourage Girls' and Women's Participation in Basic and Primary Education" carried out CERID (1999b) has also evaluated various incentive schemes introduced by the government to encourage participation of girls and women in basic education. The study referred to five major incentive programs such as Primary school scholarships, Primary school girls' scholarships, nutrition program in primary school, free textbooks and scholarship program for Dalit students (CERID, 1999b).

The study further stated that the result orientated incentive programs ignored most children of the weaker section of the society and suggested that the program should also address the out of school children. The quota based incentive program has sidelined the neediest people. The study stressed that very few Dalit girls have received incentives and recommended that, to end the current mess in the distribution system, the incentives program needs to be further defined. Emphasis should be given to community participation for monitoring mechanism. Similarly, awareness of the people is most essential for the effective implementation of the program. The report indicated that incentives should be provided to the disadvantaged community for peripheral motivations.

In addition, this report has focused on the issue of gender inequality, which prevailed in the incentive programs. The report stated that community awareness and social sensitization programs are necessary to bring out seriousness in the implementation of the incentive programs. The incentive program requires strong social auditing and reflection sessions at the community and the district level.

The "Effectiveness of Dalit Scholarship Program" (CERID, 1999c) identified problems in the distribution of scholarships such as, inadequacy on incentive quotas, untimely delivery of scholarships and delayed information about students. The study traced that there is no Dalit population data in the VDC and no record of the primary school age children and it is quite difficult to find out how many Dalit children have got access to education and how many remained educationally deprived. The study showed that there has been no increase in the scholarships quota in comparison to the enrolment of Dalit students. The school going age group children have received the scholarship but there has not been any effort to attract the out of school children (CERID, 1999c).

Similarly, the study further stressed on the need of training for effective implementation of the programs for successful implementation of the program. The need for community participation in the incentive programs to make distribution more effective as well as for local resource mobilization was also highlighted. For making the incentive programs effective and efficient, the DEO should initiate better community participation and develop monitoring programs at the micro and the macro levels. Similarly, the study assessed on the need based incentive program rather than quota based approach.

In June 2007, the Center for Educational Innovation and Research (CEIR) carried out a research titled "The Effectiveness of the School Level Scholarship Programs of the Government of Nepal" for Ministry of Education Department of Education. The main objective of the study was to evaluate the scholarship program launched by the Government of Nepal. Three schools from each of five districts- Sunsari, Nuwakot, Rupendehi, Jumla and Dadeldhura- were taken as a sample for the study. The study employed interviews for head teachers, teachers and DEO personnel,

focus group discussion for SMC, parents, students and NGO personnel and case studies for collecting successful cases (CEIR, 2007).

The study elaborated its finding into six different themes. These were effect, planning, obstacles and barriers, bottlenecks, utilization and system. In summary, scholarship programs have created positive effect on the school attendance, achievement, grade promotion and reducing the school drop out and repetition. However, systematic development was lacked that created problems in the areas of monitoring and supervision, disaggregated data management, scholarship management at school level, planning and analysis, coordination and networking, controlling and correcting in the case of misappropriation of scholarship. The study further provided recommendations by differentiated into immediate interventions and policy interventions including both the short term and long term.

In conclusion, it is seen that the studies conducted at the national context were focused on the management of scholarship/incentives from supply perspectives. In addition, they tend to identify the strengths and weakness of the implementation program.

Studies at the International Context

In this section, I have chosen some selected studies conducted in the context of other countries which were relating to the scholarships and incentives. These were selected on the basis of the nature of the themes not on the basis of the geographical locations.

An unpublished report of Amin and Sedgh (1998), on “Incentive schemes for school attendance in rural Bangladesh” presented at the annual meeting of the Population Association of America, examines the impact of two incentive schemes that were introduced during 1992-95 for keeping children in school in several rural villages in Bangladesh. Most of the data were obtained from censuses in 1992 and

1995, and in-depth interviews among mothers and children before and after program implementation. The study area included 10 neighborhoods, of which 4 neighborhoods were involved in in-depth interviews. Sample households were those with at least 1 child, 10-25 years old. One incentive scheme involved provision of 15 kg of wheat to low-income families for enrollment of children in primary school and 85 percent attendance records. Only Village 1 was covered by this program. The other scheme involved scholarship aid for all girls enrolled in grades 6 and 9. Scholarship aid is being phased-in in 1996 for girls enrolled in grades 7 and 8. About 65 percent attendance and a certain grade point average are required. This scheme is operating throughout Bangladesh.

Findings indicate that only one year after program implementation, enrollment rates increased, by 20 points for each sex in village B with the food-for-education program and by only 10 points in village A. The total enrollment rate of children 6-19 years old in the study area increased from 51 percent to 67 percent during the study period. The number completing grades, excluding first time enrollments, also increased. The female secondary school enrollment incentive program was more effective in increasing enrollments in village A, where enrollment increased from 45 percent to 87 percent; enrollments at older ages were lower in village A. The change in village B was only from 58 percent to 65 percent. Findings indicate that delayed entry into primary school accounted for slow progression through the grades. It is concluded that the schemes reinforced the value of education.

The Conditional Cash Transfer (CCT) has also been considered as an effective tool for poverty alleviation considering the basis that it tends to create for equitable distribution of resources on terms and conditions favorable to poor. The research carried out at Mexico on conditional cash transfer, called Progressa, (Janvry &

Sadoulet, 2004) in June 2004 found that about by giving cash under some condition about four million poor mothers send their children to school. The programs aim to reduce poverty by making welfare programs conditional upon the receivers' actions. The Progressa was introduced in Mexico in 1997 to offer cash transfers to poor mothers in marginal rural communities, conditional on their children using health facilities on a regular basis and attending schools between the third grade of primary and the same grade of secondary. Children cannot miss more than three days of school per month without losing the transfer, and will not receive the transfer if they have not visited a health center. With this program the attendance on primary school reached 97 percent, and more than 36 percent of the children completed primary school.

The paper, prepared by Briere and Rawlings (2006), expressed that the CCT programs have shown considerable achievements under a variety of circumstances. By providing incentives to parents to invest in the long-term human capital development of their children, they have promised for addressing issues of deep-seated exclusion and the inter-generational transmission of poverty. By introducing modernizations in their operations, including adopting unified beneficiary registries, credibly enforcing poverty targeting and conditionalities, and using evaluations in a strategic way, these programs have introduced many innovations in social assistance policies. The study also expressed that the program will relying more on communities to safeguard transparency and social accountability.

The research study on impact evaluation of a conditional cash transfer (Maluccio & Flores, 2004) founded that The Nicaraguan Red De Protection Social (RPS) had positive and significant double-difference estimated average effects on a broad range of indicators and outcomes. Among poorer beneficiaries there was simply

more potential for improvement on many of the indicators. For schooling, RPS produced a massive average net increase on enrollment of 17.7 percentage points and an even larger effect of 23.0 percentage points on current attendance for the target population.

From the review of studies, I found that they focused their attention on types of scholarships, management of scholarship and distribution of scholarships. The other aims of these studies were; a) to explore the strengths and weaknesses, b) to identify the impacts of the programs, c) to assess the effectiveness of the programs, and d) to assess whether they have fulfilled the stated objectives or not. But the studies conducted in selected countries (international context) have shown their interests to explore the impacts of the programs and see their effectiveness on schooling of children and health status of the beneficiaries.

From such reviews, I understood that perceptions of stakeholders about scholarships and understanding on its management process are crucial. Hence, I focused my study on exploring the perceptions of school stakeholders and assessing their understanding about this process.

Summary and Conclusion

In this chapter, I have reviewed the concepts of incentives and rationale in education. The rights based approach to education, conceptual framework of the study and system theory including the relation with the scholarships has also been reviewed. The international practices used to support the targeted groups have also briefed.

Rights based approach demands several measures for ensuring quality education to targeted groups. Of several measures, incentives are taken as one of the important measures. A system performs the delivery of services (incentives/scholarships) to such targeted groups. To explore the situation on the

management and effectiveness of scholarships, several studies were carried out.

Despite various strengths, gaps and weaknesses in the scholarship management were still persistent. However, I found as to how the school stakeholders perceive about the present scholarship program is left out area. Realizing its importance, I have focused my review (both literatures and studies) to unfold the reality at schools in terms of functioning and understanding about scholarship.

CHAPTER III

RESEARCH METHODOLOGY

In this chapter, I have described why I select the qualitative approach of study, the study design, study area, study population and sample size, study tools, data collection procedures, data analysis and interpretation procedures, ethical questions and summary of the chapter.

Why I Choose Qualitative Study?

To address the research questions set for this study, I used multiple perspectives (Best & Kahn, 1999), specifically, I selected qualitative approach for two reasons: first, I had great interest to understand the structure and functioning of scholarship system as organized in Nepal and its delivery from the experiences of people who were directly involved at the school level.

Second, working in the area of planning provided me opportunity to speak about scholarship management in several forums and interactions with the policy makers, development partners and implementers.

The nature of my job also inquired me to spend considerable time with education personnel to clarify on the scholarship allocation criteria, distribution criteria, allocated amount and distribution procedures. I was always emphasized for listening the complaints with regard to inadequate quotas and amount of scholarship allocation to the schools. I always did allocation based on available data published at the national level in the Flash Reports. All these events motivated me to know the detailed process of scholarship functioning at the school level, so that the children in need could be supported in better way. Studying scholarship functioning is also led

me to understand the education system, which was related to my job. And, I was also interested to assess whether the amount of scholarships given to students have rationale of rights based or not.

Thus, my interest pushed me to understand deeply about scholarship management and associated factors with this. As argued by Best and Kahn (1999), qualitative method of study is appropriate for in-depth understanding of the events and characteristics. In this way, these arguments gave insight to me that qualitative method of study would be appropriate for exploring and understanding of people about scholarship program from their perspective and practices occurred at the school level.

Theoretical and Conceptual Framework of the Study

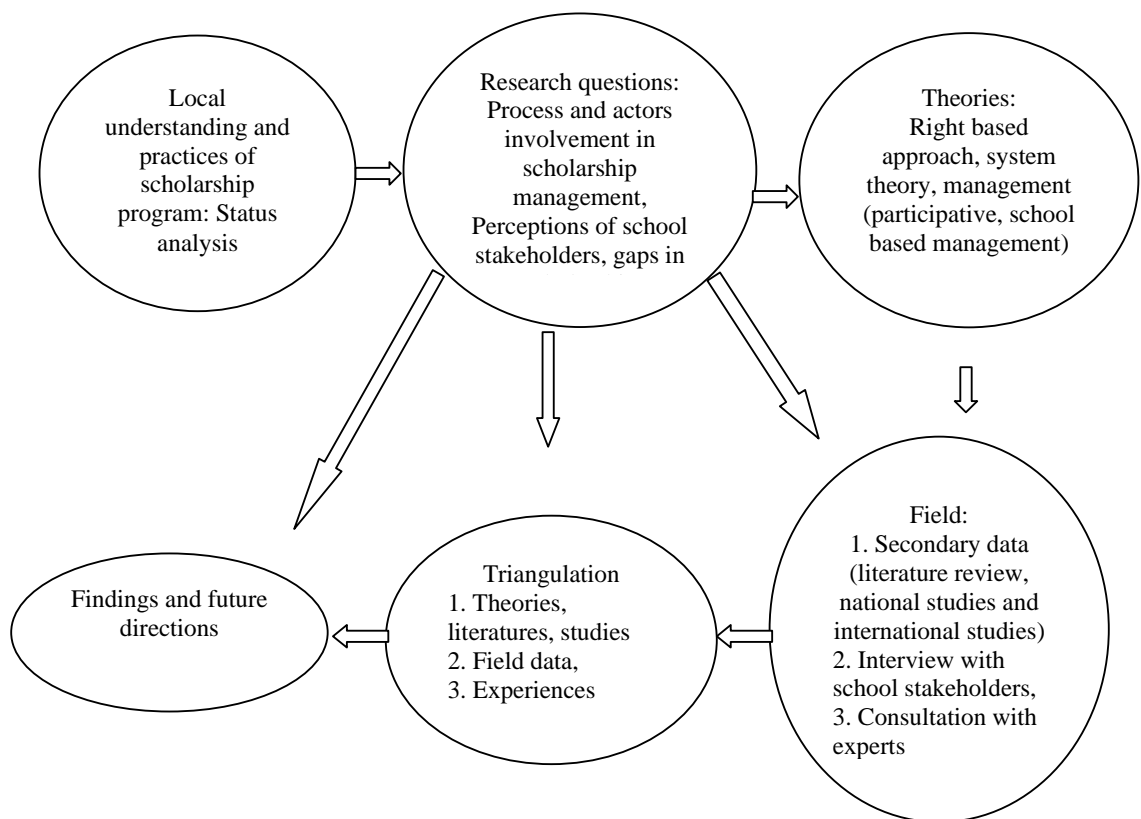
I have employed rights based approach to education and system theory in this study. Scholarship policies and programs were assessed from the perspectives of rights based approach. And scholarship management at schools has been linked with the system approaches. Some of the management theories such as, participative management and school-based management have also been employed. I have used qualitative approach to respond to the research questions.

Rights based approach, a framework developed by UNESCO, includes the right of access to education, the right of quality education and the right to respect within learning environment. To ensure these three elements, supportive political and economic environment, appropriate and relevant policies are required. In this study, I have assessed whether the scholarship policies were formulated in line with the concepts of rights based perceptive or not. I have also linked scholarship implementation with the components of a system. Therefore, scholarship management has been assessed in terms of context, inputs, process and out puts.

Relevant literatures and already carried out research studies in scholarships were also reviewed to grasp the already constructed meaning in this area.

In order to explore the findings on my research questions, I have developed the following conceptual framework for carrying out the study. During the research process, I have modified the framework which came into this form at the end.

Figure 3.1 Conceptual framework of the study



The above chart helped me to understand the research process together with the research topic, research questions, theories, filed data, triangulation of data and identifying findings and future directions.

Study Area and Study Schools

As this study is qualitative in nature, it does not seek for representative characteristics for the large population or universe (Gay, 1987). Such qualitative study only seeks for analytic or theoretical generalization (Blaxter, 1996). Keeping this in mind, I focused my study in Kathmandu Valley and Kavre district; two schools from Bhaktapur, two schools from Lalitpur, one school from Kathmandu and one school from Kavre district.

I have only selected six schools of Kathmandu valley and Kavre district purposively. In the beginning, I considered only four schools, one school from each district. Later on, two schools from Bhaktapur and Lalitpur were added by aiming to study scholarship management at lower secondary and secondary schools as well. These two schools with long history with big sizes were selected purposively to look the responses to research questions. Informants of this study were head teachers, teachers, students, parents and members of school management committee of these six schools. Students were not confined in any grade. In this thesis, I have named them as school stakeholders, too. The school wise detail about the informants has been presented in Table 3.1 below.

Table 3.1

Nature and Number of Informants during the Study

S.N.	School	Head Teachers	Teachers	Students	Parents	SMC Members
1	School A	1	2	2	2	2
2	School B	1	2	2	2	2
3	School C	1	2	2	2	2
4	School D	1	2	2	2	2
5	School E	1	2	2	2	2
6	School F	1	2	2	2	2
	Total	6	12	12	12	12

The above Table 3.1 shows that majority of informants in the study were school personnel as the study was about understanding on functioning and practices of scholarship program at the school level, it is obvious to include more informants from schools. It also provides the minimum number of informants from each school during my study.

Field Approach

I have realized from the literature review that entering field site requires flexible strategy of plan of action, negotiating access and negotiations with informants and deciding how much to disclose with the informants and it depends on the common sense (Gay, 1987). During the field visit I was conscious of the presentation of self in the field (Neuman, 1991). I asked myself questions like how would I present myself? How can I understand and collect the events and information in relation to my study area?

As qualitative research does not demand the fixed steps, which lets me a shift of strategy/ies whatever it required. In such situation, I have tried to situate myself to more practicable way in the field. Everyday, I also tried to develop a local frame of mind for the next day, understanding the situation as local people understand it.

During the field visit, I followed the strategy that a researcher him/her self need to talk with the informants and learn about them. Such personal relationship helped me to establish rapport with the informants and such rapports helped me to develop understanding about the study area. While observation began in the field, I prompted to speak to informants. I did not interrupt them. I was conscious and tried to situate myself in the field setting as it was there.

In the initial stage of field visit, some people did not interact with me warmly. They became formal during the discussion. I made them clear about the purpose of

my visit. I did individual specific efforts for gaining access with them. I did several strategies to interact with them by understanding their feelings.

During the field visit, I also interacted with them informally either individually or in group. There was no restriction of the topics during these informal talks. During the discussions, I initiated the approaches of listening to the people's stories, grievances and experiences and I encouraged them to narrate their experiences, grievances and stories. While the situation became familiar, then I interacted with them with unstructured interview styles. From such interactions, I have written the information relating to the study area.

Study Tools

Qualitative study seeks data from multiple sources (Denzin & Lincoln, 2005). Using data from multiple sources with multi methods reflect an attempt to secure an in-depth understanding of the phenomenon in questions (Denzin & Lincoln, 2005). In the same line, I have used multiple tools to gather data from the field, which were document analysis, observation, interview and discussion. These tools also provided me opportunity to note any contradictions and inconsistencies in the data.

When I was in the position of preparing tools, I had a discussion with head teachers, teachers and some SMC members. The aim of the discussion was to make tools more appropriate and realizable (Patton, 1990). The discussion with them helped me to develop more reliable tools of the study.

Document Analysis

I have reviewed documents in relation to the study topic. Documents provided me very much valuable information relating to the study. I learned directly by reading them. They served as the basic source of information about design, activities and processes, and they gave ideas about important questions to pursue through more

direct observations and interviewing (Patton, 1990). In my study, I reviewed and observed SMC's decisions, minutes of teachers' meeting, education management information system (EMIS) of the school, correspondence from resource centers and district education offices. All these helped me to gain insight as to how the decisions are being made, particularly, scholarship distribution at the school level.

As argued by Jones and Somekh (2005), observation is one of the most important methods of data collection. During the interaction and interview with the informants, I observed interaction among themselves, record keeping procedures and relationship between school teachers, head teachers and students as well as parents. All these also helped me to develop insight into the procedures of scholarship functioning at the school level.

Interviews and Interaction

I took interview as a way of bringing together the multiple views of people (Schostak & Barbour, 2005). Interview helped me to create environment of direct conversation between me and informants. The major strength of interview study was, in this study, that it allowed me to seek in-depth information (Gay, 1987). In my study, I used open ended and semi-structured questionnaires for the interview (Annexure 1-5). Its main aim was aimed to 'generate useful information about lived experiences on scholarship and its meaning to them' (Chase, 2005). The questions were also modified and changed during the interview. In addition, while collecting the information, I adopted the strategy for listing the narratives and experiences, observing their activities and seeking their explanation of what they do and say. I maintained a diary and took notes, which included reflective comments. I also interacted with the scholarship recipient students to confirm the information received from other informants. It was

aimed 'to produce situated understanding on functioning and understanding on it which is being implemented' (Chase, 2005).

I developed guideline for interview and discussion for head teachers, teachers, students, parents and members of school management committee (Annexure 1-5).

Data Collection Procedures

Before starting data collection, I prepared interview schedules for head teachers, teachers, students, parents and SMC members. The schedules were made final through several consultations with experts (Annexure 1-5). Once schedules were finalized, then I went to schools without providing pre-information to them. In each school, small introduction was made and in the first visit, I explained about the purpose of my visit. The purpose of the first visit was building a good relationship with the informants and gather preliminary information about school profile. As per my request, the time schedule for interview and interaction was agreed for a school. Similar approaches were applied to other schools also. All the school head teachers, teachers and other informants agreed to generate in-depth information about the scholarship. In this way, altogether three days were spent in each school.

The data collection process had three different phases. First stage included the development and finalization of questionnaire in consultation with the documents and experts. In the second stage, data were collected by applying interviews with the informants and interaction with them. Interviews included two parts.

The first part was to collect general information with regard to school profile - head teachers, teachers, students, parents and SMCs with a semi-structured questionnaire. This also helped me to create an informal environment, which encouraged the informants to express their views openly.

The second part was an in-depth interview. The interviews with head teachers and teachers were conducted in formal setting (in school). However, the interview and interaction with parents, students and SMC members were conducted in a variety of settings, including local teashops, interviewees' home, in open places and in the streets also. I found the informants more interested and relaxed to interact with me in the informal setting.

During my field visit, I prepared a field note for every day and every visit of the school. These notes included extensive descriptive detail drawn from my memory. These details were also prepared from the jotted notes when I returned my home. In this way, I spent a considerable amount of time to prepare more descriptive transcription of the field notes. At the end of every day (sometimes in the morning on the next day), these descriptive field notes were entered in my computer.

Data Analysis and Interpretation

As Patton (1990, p.379) mentioned;

Analysis of qualitative data is a painstaking process requiring long hours of careful working going over notes, organizing the data, looking for patterns against the data, cross-validating data source and findings and making linkage among the various part of the data (p.379).

In qualitative research, information is also synthesized through different forms of theories and literature (ibid). Denzin and Lincoln (2005 p.21) see "the qualitative research is process, which go by a variety of labels, including theory, analysis, ontology, epistemology and methodology". They further stated that data analysis includes creation of field text consisting of field notes and documents from the field (indexing or file work), recreates research text, produce working interpretative documents and finally public text. The different stages of data analysis are confessional, realist, impressionistic, critical, formal, literary, analytic, grounded

theory (Ibid). In this manner, data analysis consists of examining, categorizing, tabulating, or otherwise recombining the evidence to address the initial proposition of a study.

While I started to analyze the field information, I tried to understand the whole information in the form of the themes. I read one or more times. First, I tried to put the information into number of categories. While developing the themes, I read a number of research books, articles, research reports and other relevant materials. While doing so, I reorganized and rearranged the collected information. At the same time, I arranged the data into a matrix making it easy to retrieve and to see relationships among the data for developing the themes.

I also realized that it was necessary to link the field realities and findings with the theoretical knowledge (Strauss & Corbin, 1996). As argued by Patton (1990), theory implies facts, models or laws about the phenomenon and attempt to represent the reality adequately.

Since the purpose of the study is to understand the practices and local understanding on functioning of scholarship program at the school level, the discussion and analysis throughout this study has revolved around the education as a right to all children irrespective of caste, gender, ethnicity, and poverty. The services delivered to them through system approach, therefore, has also been taken into account. In doing so, I brought literature and field together and tried to understand their connections and inter connections. To address the research questions set in this study, I have used rights based approach to education as a conceptual framework for the study and system theory as phenomena to study the functioning of scholarship at school. These theories helped me to analyze and interpret the data gathered from the field and literature review. Rights based approach helped me to understand the

underlying meaning of scholarship programs. Similarly, studying system functions helped me to understand the functioning of scholarship program. Education services to children have not worked in a vacuum; they have linked with the contexts and other inter-related factors. Hence, several elements are inter-related in the service delivery that I have studied from the system approach.

Reliability and Validity

Qualitative researches are value laden (Denzin & Lincoln, 2005). This is equally applied to me in this study that makes it difficult to claim that my research is value free. Because of the nature of the study, concepts, such as validity and reliability do not hold much meaning for ensuring the trustworthiness of the research study.

However, I was aware of the notion like credibility, which has some significance for the study. And, I have selected appropriate and credible data sources and data with verifiable sources.

Similarly, I have used the comprehensiveness of the study in terms of varieties of sources, selection of relevant documents for cross referencing of data, the use of critics and innovative ideas recommended by experts. I have also provided sufficient information about the circumstances. Moreover, I have described the context by using relevant information

I prompted the informants to speak about the subject matters, as I found that they were highly motivated to share their views with me. Sometimes, informal discussion with them helped me to gain insight on the study area. I convinced them that their sharing or feeling will not be disclosed. When I agreed with their views they were found encouraged for sharing their feelings. Therefore, the collected data represented their views.

Before going to the field, I made frequent discussion with the colleagues. I also went to school visit. Being a part of my everyday work, I made rigorous exercise to verify and make qualitative tools. Every day, I had to consult a number of people who were working on the scholarship activities in the districts. They frequently asked me a number of questions and queries about the intent, procedures and expected outcomes of the program. These activities made me more conscious of and sensitive in collecting data and using tools, not only gathering the information. Such activities made me more sensitive, curious and constructive in my everyday working life.

I have had discussions and interactions with others (experts and informants) about the emerging patterns of the data themes. The findings of this study are confined with the data generated from six schools. The findings may not be generalized. However, similarities in contexts may have some implications to other schools as well.

I was also equally aware of my background and job position because such matters may create distance between me and research participants (Best & Kahn, 1999).

During the study, I have used a reflexive process of data analysis and interpretation such as diary maintenance to record events occurred in the field, making informants as part of research process, triangulation of data from different sources and engaging in theoretical discussion with the field data.

Ethical Concerns

One of the risks in the qualitative research is to address the ethical question (Best & Kahn, 1999). There were some ethical questions in my study as well.

In order to address the ethical questions, I spent a considerable amount of time in the field. I had lots of interactions with the informants. I explained the purpose and

process of my study to them. Before gathering and collecting the data, I took consent from the informants as mentioned by Best and Kahn (1999). I convinced them to share their feelings. I made them fully aware of not disclosing the information received from them during the discourses (Best & Kahn, 1999). Often, I did informal discussion with them for establishing rapport. During the interaction when I found them uninterested I tried to respect their feelings and views. In this way, I established good rapport with them and I was fully convinced that they believed me. Then, I found that the informants were highly motivated to share their views.

One of the pertinent questions has remained as to how I can claim that the gathered data give ethically sound results as I am working in Department of Education (the main implementing agency of scholarship program and agency responsible for providing inputs to formulate policies relating to scholarship program). In this respect, I disclosed my identification as a researcher and explained my research purpose and process with the research participants. My interest pushed me to assess the functioning and management of scholarship at the school levels. I am a government officer. I have also gained some reflection during my job that can also be used in this study. I did not give any 'harm, mental stress or danger to the informants' (Best & Kahn, 1999, p.46). And, I have gone through the ethical guidelines given by Best and Kahn (1999) and I am fully aware of such guidelines. I did follow the ethical guidelines to my best. Hence, I am honest on the whole procedures of this study. I knew that being honest is also free from any biasness or prejudice (Denzin & Lincoln, 2005).

I have respected the anonymity of the informants. I have taken consent from the informants to take part in the research process. We both agreed that the information received from the schools and school stakeholders will not be disclosed. I

have respected the feelings and perceptions expressed with me during field interactions. I convinced the informants that the data could not be used in any other way except for the purpose of this study. Therefore, I have used code names for schools and informants instead of recognizing them from their real identities.

Summary and Conclusion

In this chapter, I have explained the rationale of selecting the qualitative approach of the study, study area, study population, field approach, study tools, data collection procedures, data analysis and interpretation techniques, reliability and validity, and ethical concerns.

Six schools from Kathmandu valley and Kavre district were purposively selected for this study. I have employed qualitative approach to uncover the reality of the research topics. Head teachers, teachers, parents, students and member of school management committee were the informants of the study. Interview schedules were used in this study. The notion of credibility and the ethical concerns were taken seriously during this study.

CHAPTER IV

REVIEW OF SCHOLARSHIP POLICIES AND PROGRAMS

In this chapter, I have reviewed the historical development of scholarships (incentives) reflected both in the education commission reports and periodic development plans. While doing so, I have focused only those documents prepared and developed after 1951, an era of modern education development in the country. I have also reviewed the existing scholarship policies, programs and their distribution process in the context of Nepal and compared it with the selected examples from other countries.

In the later part of this section, I have compared the scholarship management from two perspectives. The first one is changing concepts, practices and coverage, and the second one is comparing the Nepalese practices with the selected examples of other countries. Both of these aspects helped me to understand the different practices underway in Nepal and abroad. I have discussed scholarship management in chapter V to explore the gaps in the management of scholarships at schools.

As I have mentioned in earlier chapter (Chapter I), Nepal does not have a long history of education development. Mass education movement in Nepal started only after the dawn of democracy in 1950. During this period, the education system in Nepal has undergone several challenges as well as reform initiatives. Of them, scholarships to students have also covered a long journey along with the development of education. In the following section, I have reviewed the development of scholarships mentioned in the reports of Education Commissions and Periodic Development Plans.

Scholarships in Education Commission Reports

I have reviewed the scholarship development after the dawn of democracy. The Nepal National Education Planning Commission (NNEPC) report (1955) has not spelled out specifically about the provision of incentives to the students including girls and children from disadvantaged communities (MOE, 1956). In 1961, the government formed All Round National Education Commission (ARNEC). As per ARNEC, The concept of establishing residential schools to bring boys and girls in school was the suggestions of the report and this was considered as indirect incentives to them (MOE, 1961). However, the report did not explicitly mention the concept of scholarships/incentives for girls and children of disadvantaged communities. In 1971, the concept of girls' incentives was introduced after the Equal Access for Women Education Project (EAWEP) with the assistance from UNESCO, UNDP and NORAD started recruiting girls from rural areas to train them as teachers (MOE, 1971). After being renamed the EAWEP as Education for Girls and Women in Nepal (EGWN) in 1983, the project continued to provide girls with stipends for teacher training courses (CERID, 1991).

The National Education Commission (NEC) 1992 pointed out the need for a comprehensive policy to bring marginalized communities into the education system (MOE, 1992). However, the report did not spell out particular types of incentives to be provided to schools. Similarly, the High Level National Education Commission (HLNEC) 1999 also forwarded this suggestion with an added focus on the access and equity of women to education (MOE, 1999). Other policy initiatives such as the Education for All National Plan of Action 2001-2015, Education for All Core Document 2004-09, the Secondary Education Support Program 2002, and other school education projects have clearly indicated the need for inclusive education through a

multitude of strategies including scholarships and incentives for those who are marginalized and excluded from the existing education system.

Thus, there were some suggestions in the reports of Education Commission to address the issues of equity and access with respect to the education of girl children and children from disadvantaged communities. Scholarships and incentives schemes were thus developed along with the development of education system in Nepal.

Scholarships in Periodic Development Plans

Nepal has already implemented ten periodic development plans, which provided broader framework of education development in the country. They also included the incentives either to schools, teachers, or students. Some of the major aspects relating to the incentives and scholarships at the school level as noted in periodic development plans are documented as below.

Table 4.1

Scholarships and Incentives in Periodic Development Plans

Development Plans	Major Contents of Incentives
First Plan (2013-2018), 1957-1962	Focus on the expansion of schooling system in the country Literacy - the heart of the education Funding to schools - based on the student per capita basis
Second Plan (2019-2022), 1962-1965	Focus on improvement in primary and secondary education Priority to literacy, Expansion of schools, Increase of teachers
Third Plan (2022-2027), 1965-1970	Focus on primary education Reducing government grants and making schools able to sustain from local resources, Initiating the process of free and compulsory primary education
Fourth Plan (2027-2032), 1970-1975	Provision of free education, piloting of compulsory primary education To meet the shortage of teachers in the northern border regions, scholarships was aimed to provide to students of those areas to enable them to study in the nearby high schools or training centers Establishment of model residential schools at Budhanilkantha, Kathmandu for students of Kathamndu Valley and outside the Valley

Development Plans	Major Contents of Incentives
Fifth Plan (2032-2037), 1975-1980	Expansion of primary education, free primary education to all, improvements of schools' infrastructure, distribution of education materials Scholarship to poor and talented students for providing economic support to them at each level of education Scholarship for children from rural mountain regions (for 110 students)
Sixth Plan (2037-2042), 1980-1985	Expansion of primary education, free primary education to all, improvements of schools' infrastructure, distribution of education materials Scholarship to poor and talented students for providing economic support to them at each level of education Scholarship for children from rural mountain regions (for 110 students), Feeder hostel programs
Seventh Plan (2042-2047), 1985-1990	Continuation of scholarship for children from rural mountain regions (for 110 students) Establishment of model schools at regional levels Scholarship to poor and bright students in schools in order to ensure proper education facilities to them, Girls hostels, Feeder hostels Female Education Project: local scholarship program, special program at primary level for non school girls of school going age Primary Education Project: supply of educational materials through resource centers
Eighth Plan (2049-2054), 1992-1997	Various scholarship programs such as scholarships for the poor but intelligent students Basic and Primary Education Project: preparation and distribution of education materials, rehabilitation of primary schools Primary Education Development Project: focus on infrastructure development and teacher training
Ninth Plan (2054-2059), 1997-2002	Girls scholarship program for girl students in each level of education Scholarship to girl students of 65 districts on quota basis Scholarship to girl students of 10 remote districts, Primary school scholarship, Local scholarship, Upgrading scholarship, Lower caste student scholarships, Primary school nutrition program - 8 districts in the country
Tenth Plan (2059-2064), 2002-2007	Focus on increasing access to quality primary education, improve efficiency, and teacher training Scholarships to primary level students - girls, Dalit students, disable students, Karnali zone students, martyr's children Scholarships to secondary level students - selected students both boys and girls, disabled students, students from marginal communities Feeder hostels and mountain hostels programs in secondary education Mid day meal for targeted students in selected areas, and incentives to households

Development Plans	Major Contents of Incentives
Three Years' Interim Plan (2064-2067), 2007-2010	Focus on the restructuring of school education as Grades 1-8 primary education, and Grades 9-12 secondary education Focus on increasing access to quality primary education, improve efficiency, teacher training Scholarships to primary level students - girls, Dalit students, disable students, Karnali zone students, martyr's children Scholarships to secondary level students - selected students both boys and girls, disabled students, students from marginal communities Feeder hostels and mountain hostels programs in secondary education Mid day meal for targeted students in selected areas, and incentives to households
(NPC, 1957; NPC, 1962; NPC, 1965; NPC, 1970; NPC, 1975; NPC, 1980; NPC, 1985; NPC, 1992; NPC, 1997; NPC, 2002; NPC, 2007)	

From the review of periodic development plans, I have found that the notion of scholarship has been directly or indirectly reflected for ensuring education to a larger section of pupils in the society. Scholarships were used specifically from fifth development plan. Mostly, the scholarships were aimed for those who are still deprived of access to education. I have also found that the scholarships were expanded both in terms of coverage (geographical areas, target groups, level of education) and contents (scholarships, mid day meal, support to schools).

In the beginning, the documents showed that the provision of scholarships was reflected in the Education Commission Report of 1971 (National Education System Plan) whereas it appeared in the Fifth Development Plan. As a mass scale, scholarships for large target groups were introduced after the Ninth Development Plan.

Comparison of scholarships/incentives between education reports and development plans has provided the insights to me on the focus of scholarships, their development and purpose since the past. Let me compare them in the table below;

Table 4.2

Comparison of Scholarships/Incentives in Reports and Plans

Education Commission Reports	Periodic Development Plans
Establishment of residential schools (ARNEC, 1961)	Focus on access and literacy (I plan, 1957)
Incentives to girls (EAWEP, 1971)	Focus on expansion of schools and literacy (II plan, 1962)
Girls stipends for teacher training (EGWN, 1983)	Focus on free and compulsory primary education (III plan, 1956)
Support for marginalized children (NEC, 1992)	Concept of residential schools and scholarship to targeted students (IV plan, 1970)
Support to increase access and equity of women to education (HLNEC, 1999)	Focus on scholarship for poor and targeted students, and students of mountain regions (V plan, 1975)
	Focus on poor and intelligent students (VI plan, 1980)
	Focus on different types of scholarships, feeder hostels, female education project (VII plan, 1985)
	Focus on various types of scholarships to poor and intelligent students, nutrition program (VIII plan, 1992)
	Focus on various types of scholarships to girls, Dalit children, nutrition programs (IX plan, 1997)
	Focus on various types of scholarships to girls, disabled students, Dalits, Kanali zone students, mountain hostels, nutrition programs (X plan, 2002)
	Focus on various types of scholarships to girls, disabled students, Dalits, Kanali zone students, mountain hostels, nutrition programs (TYIP, 2007)

(Education Commission Reports and Periodic Development Plans)

The above comparison between these two documents helped me to explore their focus areas and purposes. It also provided insights to me about the changing concepts of scholarships in term of target groups, coverage and to some extent purposes. From the comparison, I came to know that the focus of scholarship/incentives has been remained to girls, children of remote rural areas, intelligent students and Dalits as well as disabled students. In comparison to the Education Commission Reports, Development plans provided more attention on different types of incentives/scholarships, for example, scholarship for intelligent

students was in the development plans until the Eighth Plan, later on it disappeared. However, the purpose has changed over the period of time, such as providing scholarship to intelligent students and supporting girls to make a teacher in primary school in a selected area. In the document, I have found the mixed concepts of welfare (just providing little money, cooking oil, mid day meal for targeted groups) and right to some targeted groups (such as Dalit scholarships to all irrespective of gender, religion, their habitants). Right to receive such support from the government is also reflected in The Interim Constitution of Nepal 2007 (MOLJ, 2007).

With this comparative background, I deduced knowledge that these policies were prepared mostly from supply side perspectives, possibly with the little consultation of stakeholders. How the stakeholders are taking such provision is also equally important, therefore, I became interested to explore the perceptions and delivery of scholarships to the targeted groups. The relation between such development and right based perspectives is also important which I have tried to see.

Present Policies on Scholarships

At the present context, scholarships related policies are well reflected in the legal as well as policy documents. Scholarship programs are given in the program/project documents as well. In this section, I have listed the existing policies, programs and distribution process of scholarships.

First, the Interim Constitution 2007 article 35 (10) states that the State shall pursue a policy, which will help to promote the interest of the marginalized communities and the peasants and laborers living below poverty line, including economically and socially backward indigenous tribes, Madhesis and Dalits by making reservation for a certain period of time with regard to education, health, housing, food sovereignty and employment. Similarly, it further mentions in article 35 (14) that the

State shall pursue a policy of making special provision based on positive discrimination to the minorities, landless, squatters, bonded laborers, disabled, backward communities and sections, and the victims of conflict, including women, Dalits, indigenous tribes, Madhesis and Muslims (MOLJ, 2007).

Three year's interim plan, published by National Planning Commission, includes both the major policies and education policies. The major policies include that education, health and employment will be taken as a citizenry rights and moves toward this direction will be accelerated. Similarly, the literacy campaign will also be conducted to the backward and disadvantaged communities. In line with these policies, other education policies are also derived. The government has also announced a new program to: (i) provide free education up to tenth grade for “oppressed, backward and below poverty line students”; (ii) providing education in mother languages (of communities) up to the primary level; (iii) regulating fees in private schools; (iv) providing basic facilities in private/boarding schools to students from “oppressed and backward communities” and (v) the setting up of a Rural Education Development Fund (financed by a levy of 1.5 percent of the income of private/boarding schools), which would be utilized for funding the education of marginalized communities (NPC, 2007).

Education Act (2001, Seventh amendment) specifies the scholarship programs only in the lower secondary and secondary education by mentioning that Government can arrange scholarship for the students enrolled at lower secondary education and secondary education as per the rules specified (MOLJ, 2001). In addition, Education Regulation 2002, chapter-26 includes the provisions relating to scholarship and free education for school level students. The bylaws 151 (1) states that the school shall make available talency scholarship having exempted cent percent and fifty percent of

fee respectively to the talent students holding first and second position in each class. Similarly, bylaw (2) is related with the institutionalized schools shall make available scholarship at least five percent of the total number of students to students belonging to poor, disabled, female, suppressed and ethnic classes. The bylaw (3) states that prior to providing scholarship pursuant to sub-rule (1), the school shall publish notice at the school for submitting application for such scholarship (MOLJ, 2002).

Local Self Governance Act, 1999 also highlighted on the roles of local bodies with regard to the management of scholarship. It has been highlighted that the local bodies should manage scholarship to the students, who are economically poor and vulnerable communities (MOLJ, 1999).

Government's budget and program of fiscal year 2007/08 also highlighted the scholarship program to girls, Dalit, disabled students and students from Karnali zone. Day meal and cooking oil distribution program are also aimed to continue in eleven districts having food shortage, very low accessibility to the education and low enrollment rate of girls. Additionally, the day meal program is continuing in Karnali zone. Similarly, a scholarship at the rate of Rs. 350 annually are targeted to provide to the students for all Dalits studying in primary level, all girl students of Karnali Zone and fifty percent girls of total girl students' enrollment. Scholarship at the rate of Rs. 1700 annually are also aimed to provide for 40 thousand talented and poor girl students and 20 thousand talented and poor boy students in secondary and lower secondary level. An annual scholarship of Rs 5000 are targeted to provide to all students of secondary level from marginalized cast groups namely Chepang, Raute, Mushahar, Dom, Dushad, and Badi. In addition to these, disabled students will also receive scholarships based on four categories ranging from NRs 50 to NRs 1000 per month for ten months period (Ministry of Finance [MOF], 2007; DOE, 2008).

The Education for All (EFA 2004-2009) program puts more emphasis on new and improved scholarship and incentive programs for girls and children from disadvantaged groups. The program further envisages that such scholarships and incentives will be tested, adopted and scaled up accordingly as per the recommendations in the impact evaluation study of existing scholarship schemes. Moreover, the program further aims to reduce gender disparity and inequality through various means in which scholarships and incentives are considered strategic.

Thus, several scholarships related policies are reflected in legal and policy documents. Study also confirmed for EFA program which included several scholarships to girls and Dalits (IIDS, 2004; DOE, 2007a). However, these and others studies as well have indicated gaps on the scholarships functioning, such as low scholarship amount, inappropriate distribution mechanism, a few number of students served in relation to demand, and inaccurate data of eligible students to plan the scheme.

Present Programs on Scholarship

Based on the legal provisions and policies, I have found from the review of the program implementation manual, that different types of scholarships programs were implemented. The types, target groups, allocation criteria, distribution dates and distribution process are given below.

Table 4.3

Different Types of Scholarships

Types	Target Groups	Allocation Criteria	Distribution Date	Distribution Process
Dalit Scholarship	All Dalit students enrolled in primary level	The allocation to districts and schools are based on NRs 350 per student per year; Districts will make allocation to schools' account as per the decisions of District Incentive Management Committee (DIMC)	Districts make allocation to schools in the first trimester of fiscal year and school will distribute as per their convenient time	Allocation is made as per the Flash Report and schools distribute as per the decisions of SMC
50% Girls Scholarship	50% of the enrolled girls from 70 districts (except district of Karnali Zone) - this also includes the scholarship for extremely marginal groups	The allocation to districts and schools are based on NRs 350 per student per year; Districts will make allocation to schools' account as per the decisions of District Incentive Management Committee (DIMC)	District will make allocation to schools in the first trimester of fiscal year and school will distribute as per their convenient time	Allocation is made as per the Flash Report and schools distribute as per the decisions of SMC
Karnali Zone Girls Scholarship	All primary and secondary girls studying in community schools	- Primary level girls receive NRs 100 per girl pre month for a period of 10 months period - Secondary level girls receive NRs 150 per girl pre month for a period of 10 months period - Per student NRs 1000 per month in pre primary and primary level	Monthly basis	Allocation is made as per the Flash Report and schools distribute as per the decisions of SMC
Martyr's scholarship	Children of Martyr's declared from the government of Nepal	- Per student NRs 1500 per month in lower secondary and secondary level - Per student NRs 2000 per month in higher secondary and higher education	Yearly	Collection of application from public announcement from eligible students and districts provide scholarships to them

Types	Target Groups	Allocation Criteria	Distribution Date	Distribution Process
Disabling scholarship s*	Disabling students studying in community schools (based on the available quotas)	- NRs 50 per pupil for category D students for 10 months	Monthly basis	Only for selected students (quota basis)
		- NRs 300 per pupil for category C students for 10 months		
		- NRs 500 per pupil for category B students for 10 months		
		- NRs 1000 per pupil for category A students for 10 months		

(DOE, 2008)

*Note: i) Category 'D' includes disabled students able to move themselves, ii) Category 'C' includes disabled students able to move themselves with the help of equipments, iii) Category 'B' includes disabled students able to move themselves with the help of equipments and another person, iv) Category 'A' includes disabled students able to move themselves with the help of equipments and another person and have to be resident outside the home.

From the review of the existing scholarship program in Nepal, I found that scholarships are targeted based on the caste, gender, disability, marginality and martyr's status. In addition, poverty targeting and geographical areas targeting were also implemented in Nepal.

Scholarships/Incentives Programs in Selected Countries

Up to now, I have reviewed the scholarship related policies and program in Nepal. In addition to these, I realized that it is also equally important to know what others are doing in the international contexts that can provide opportunity to make a comparison and draw good lessons. Therefore, I have reviewed some of the practices of selected countries in the following. These countries include Finland, the United States of America, New Zealand and Thailand. The cases from these countries were selected on

the basis of similarities in the nature of support as in Nepal to some extent. Let me start with the case of Finland.

Support to Sami people in Finland

Education in Finland is considered to be a fundamental right of all citizens including compulsory basic education. The key objective of Finnish educational policy is to provide all citizens with equal access to education – regardless of age, place of residence, economic circumstances, sex, or mother tongue. This ideology is reflected in the regional accessibility to education, equal opportunities for education to both of Finland’s official languages (Finnish and Swedish) groups, no separation of the sexes, instruction free of charge and state financial aid scheme for students (<http://www.oph.fi/english/textpageLast.asp?path=447,4699,4766>).

In Finland, public authorities are obliged to ensure that every citizen has access to high-quality education, irrespective of sex, place of residence, age, language, or economic situation. The majority of post-basic education is also free of charge and students are entitled to receive financial aid from the State. In addition, they are obliged to provide for the educational needs of the country’s Finnish- and Swedish-speaking populations according to the same principles. Both language groups have the right to education in their mother tongue.

The Sami, who are an indigenous people, live in the northernmost parts of Finland. Like many indigenous people of the world, the Sami have also historically suffered through various types of discrimination and repression (Patrida, n.d.). The objectives of immigrants’ education, for both children and adults, are equality, working bilingualism, and multiculturalism. The network of educational establishments covers the whole country. Basic education is provided near the home

or is made accessible through free school transport.

(<http://www.oph.fi/english/textpageLast.asp?path=447,4699,4766>).

Support to Indiana People in the United States of America

Janeau (2001) mentioned that the story of Indian Education in America and in Montana is both complex and simple. It is complex because the education process of the past 400 years has been from another group of people's perspective and their attempt to change Indians to be the same as all other Americans. Similarly, it is also considered simple when Indian people were left to educate themselves from centuries old and time- proven model.

In 1879, the first off-reservation boarding school for Indians was established at Carlisle, Pennsylvania. Such schools were expanded over the years. Two types of boarding schools - one was complete boarding dormitory with education facilities, and the other was a day school where students attended but lived at home (ibid).

As argued by Janeau (2001) critically in "Indiana Education for All, A history and foundation of American Indian Education Policy", grants were provided to aid and public schools through Impact Aid and Public School Construction Amendment Acts in 1950. From such provision, general operating resources to public school districts enrolling Indian children whose parents either live or work on federal property. Similarly, after the commencement of Indian Education Act of 1972, the U.S. Department of Education provides direct funds for the special needs of all Indian students in public schools with 10 or more Indian students. Priority funding is given to Indian tribes and organizations in use of discretionary program money. In the development of American Education Policy, Cochran and Malone (2007) mentioned about the shift in funding to children to the schools. They argued that Lyndon Johnson's Elementary and Secondary Act in 1965 was intended to provide aid to low

income children, whereas No Child Left Behind (NCLB) 2000 provided focus on schools for making them accountable by enhancing the achievement of poor children.

Support to Mauri People in New Zealand

The official web site of the education ministry (New Zealand Ministry of Education, 2006) provides a brief introduction about the education system and education support to Mauri children. The education system in New Zealand has moved from a quite centralized structure to one in which individual schools and tertiary institutions have considerable responsibility for their own governance and management. Primary and Secondary education is free for New Zealand citizens and permanent residents. Schooling is available to children from age five and education is compulsory from age 6 to 16 years.

Despite these strengths, New Zealand's schooling system is facing up to the challenges associated within an increasingly diverse student population. Several interventions for increasing the success of Mauri in all aspects of education, improving the capability of schools to better meet the needs of Mauri students was remained important.

Support to Rural Schools in Thailand

In Thailand, Basic education is 6 years of primary schooling followed by 3 years of lower secondary and 3 years at upper secondary education. Compulsory education was extended to 9 years. Migration from rural areas to urban areas was remained major concerns for the policy makers. In order to slow down the migration of students to leading urban schools, the rural schools have been supported by one district one scholarship program. The scholarship program was supported the trend of increasing the motivation of students to stay at schools in their local districts as opposed to moving to urban schools. Similarly, supports to rural schools are also directed at

raising standards through improvements in information communication technology (ICT), teacher training and assistance for disadvantaged children (Thailand Ministry of Education, 2006).

From the experiences of Sami children in Finland, Indians in USA, Mauri in New Zealand and support to small schools in Thailand, I came to know that, generally, education is free and compulsory in these countries. The state has the responsibility to provide education based on the principle of right based perspectives. And a number of different practices with regards to incentives have also been carried out since the past. Schools get fund through transparent funding criteria of basic student allocation, curriculum enhancement, students' supplementary educational needs and schools sites (Caldwell, Levacic & Ross, 1999). They have drawn such conclusion from case studies on formula funding of schools conducted in Australia, England and Wales, the United States of America and Canada, and New Zealand.

In addition to such policies, I have also reviewed some of the examples of scholarships/incentives implemented and practiced in the international contexts. The successful examples outside the country provided me opportunity to develop understanding about the incentives and scholarships and to compare these practices with the Nepalese practices. All these helped me to explore strengths and gaps as well as to suggest new measures for future development.

Table 4.4

Different Types of Incentives/Scholarship in Selected Countries

Country and Program	Objectives	Operating level	Coverage	Target Groups
Colombia- Targeted Education Voucher Program	Increase transition rates from primary education to secondary	Central government, Ministry of Education, Municipal levels, and Private	Interested Municipalities and Private schools	Low income households, Secondary level students, US\$ 190 per person with an

Country and Program	Objectives	Operating level	Coverage	Target Groups
	education	education sector		annual increment of US\$24
Bangladesh - BRAC Education Program	Increase access to bringing effective schools possibly to out of school children	Bangladesh Rural Advancement Committee (BRAC) Education Program: NGO working at the school level	Primary education, out-of-school children and school dropouts	Rural remote areas and poor urban areas
Guatemala- New Unit School (NEU)	Increase enrolment and retention of girls and ethnic children, and also enhance educational achievement	Ministry of Education and local education authorities	Primary education, multi-grade setting, teachers and private schools	Girls and Ethnic Mayan children in rural areas
Mexico- Progressa Oportunidades	Increase primary and secondary enrolment and completion, improve health and nutrition	A specific agency CONPROGRESSA within Ministry for Social Development	Primary and secondary education, poverty targeting	Poor households of rural and marginal and urban areas, both boys and girls
Bangladesh - Food for Education	Increase basic enrolment and completion for boys and girls	Ministry of Education (Basic and Mass education division)	Primary education	Poor households at least one child ages 6-10
Nicaragua- Red de Protection Social	To develop local capacity, increase enrolment by transferring cash to poor households	Central government, Social Investment Fund agency	Primary education grades 1-4	Poor households children ages 7-13 having 85% attendance
Brazil - Bolsa Escola	Increase attendance, reduce drop outs, repetition and late school entry	Local government with Social assistance program and education program, involvement of federal government	School education, rural and urban areas	Poor households with school ages (6-15) children on 90% school attendance
Uganda - Elimination of school	Increase enrolment, improving	Ministry of Education, Education district	Primary education	Poor households including rural children and girls

Country and Program	Objectives	Operating level	Coverage	Target Groups
fees	equity and educational quality	offices		

(Birdsall, Levine and Ibrahim, 2005)

From the review of relevant practices, I came to know that PROGRESSA program in Mexico aims to provide incentives to parents to send their children to schools, conditional cash transfer program, but above all a cash transfer program to poor. To get cash, recipients need to satisfy a number of conditions, in particular, children need to be enrolled in school and attending at least 85 percent of the time, and family also needs to obtain preventative health care. Research studies with regard to the PROGRESSA showed that the program was indeed effective in improving health and education outcomes (Janvry & Sadoulet, 2004).

Similarly, Female Secondary School Stipend program in Bangladesh has contributed to attracting girls to primary and secondary education. The girls completing primary schooling are eligible to get the secondary school stipends (Mahmud, 2003).

Likewise, in Sri Lanka there is a system of conducting scholarship examination after the primary level education. Students who qualify such examinations are entitled to admission in popular schools and granted a monthly financial support until they complete university education (IIDS, 2004). In Bhutan, Education is provided free for students. They are not only exempted from paying tuition fees but are also provided with free textbooks and stationary. A mid day meal is also provided for targeted students (ibid).

In the context of India, Govinda (2000) mentioned that several states in India have the provision of giving attendance scholarship for students of primary level. This

incentive is regarded to be inadequate in terms of area coverage and amount of scholarship/stipend. Besides school scholarship, the Indian government is taking up various other measures to encourage the enrolment of girls in school. These include construction of hostels for girl students, building sanitation facilities in schools, providing flexible school hours and part time schooling for those completing the (lower) primary stage (classes 1-5).

There are examples of communities providing support for students in different states of India. One such example is the provision of Girl Child Sponsorship in the Durga district of Chattisgarh state. Under this scheme, a willing sponsor can pledge to support the education of a girl child from the primary to higher education level. Various factors affecting elementary schooling have been analyzed in India. It has been expressed that provision of opportunity costs becomes very relevant in the context of helping the very poor and scheduled caste groups (Govinda, 2000).

Based on the review of both national as well as international context, I have made comparison on the focus of scholarships/incentives among different countries.

Table 4.5

Comparative Chart on the Focus of Scholarships/Incentives in Selected Countries

Countries	Focus
Nepal	Free education up to grade 8 Girls, Dalits, Disabled, students from marginalized communities, students of Karnali zone (scholarships, mid day meal, cooking oil, hostels etc.)
Finland	Compulsory education, support to ensure regional accessibility, equal opportunities for both Finish and Swedish languages, instruction free of charge, financial aid schemes for students
New Zealand	Free and compulsory school education (age 6-16), support to schools for catering disadvantaged students, funding to school based on number of students
USA	Provision of reservation boarding school, boarding with educational facilities, aid to public schools with Indiana students, direct support to Indiana students, support to children from low income family
Thailand	Compulsory education (9 years), support to rural schools to retain children in rural areas, support to disadvantaged students

Countries	Focus
Mexico	Support to poor households (both boys and girls) located in poverty stricken areas, rural areas and urban areas (PROGRESSA program)
Bangladesh	Support to remote rural and poor urban areas households (BRAC program) Stipend to secondary school girls
Nicaraguwa	Support to poor households (Red de Protection Social program)
Brazil	Support to poor households (Bolsa Escola)
Uganda	Support to poor households including rural children and girls (Elimination of school fees program)
India	Support to girls and scheduled castes in selected areas

(Mahmud, 2003; Birdsall, Levine and Ibrahim 2005; DOE, 2008; MOF, 2008)

Similarly, I have also comparatively reviewed the main objective of providing the scholarship in Nepal and abroad (practices in some of the selected programs in the international context).

Table 4.6

Similarities and Differences in Scholarship Management

Themes	Practices both in Nepal and abroad	Practices in Selected Countries but not in Nepal
Purpose	Increase access and retention	Improve health status of children, raising income level of parents and households, enhancing learning achievement
Target	Girls, ethnic minorities, geography, household (cooking oil)	Poverty ridden people
Focus	Students, households (cooking oil)	Teachers, schools, households
Delivery mechanism	Bureaucratic structure	Project approach
Responsible agencies	Ministry of Education and its extended arms	Specific agency, private schools, municipalities and NGOs

(Mahmud, 2003; Birdsall, Levine and Ibrahim 2005; DOE, 2008; MOF, 2008)

The table above provides the comparative pictures in the practices carried out in Nepal and abroad. The question of why scholarship management in Nepal is not so effective should be seen from the analysis of the practices carried out in Nepal and abroad. Some of the practices carried out in the international contexts are seen useful and participatory such as targeting households in Progressa (Mexico). This

comparison between two contexts helped me to explore the gaps in the scholarship management in Nepal, which I have discussed in the coming chapter (Chapter VI).

The dilemma was whether we should target to children or households, mothers, schools, teachers and areas is yet to be sorted out. Similarly, separate structures were also found viable options for making scholarship program more effective. Therefore, one alternative could be looking separate structures for making scholarship programs more effective and efficient. Whether we should use the project approach which minimizes the short falls of process centered bureaucracy (debureaucratization as stated by Giddens, 2004). But there was also equal need of strengthening both the process and result for making sustainable programs.

From the review of the incentives both in the national and international contexts (cases of some examples from selected countries), I knew both common features as well as differences in practices. The common practices both in Nepal and international contexts are scholarships/incentives are targeted to girls, ethnic minorities, and students from geographical aspects. However, there are differences as well. The difference was in the aspect of poverty, poverty targeted areas, support to poor households, schools and teachers.

Based on the comparison, incentives are aimed to increase access to education, increase retention, reduce drop out and enhance learning achievement. And poor households including poor urban areas were seen the target of the programs with special focus on girls, both boys and girls and ethnic children. The differences in these countries could be because of differences in the socio-economic and socio-political context and commitment of the government.

By studying the different examples from the selected countries, I came to know that in order to increase enrolment, retention and enhance quality a number of

innovative schemes such as support to schools, support to teachers, support to poor households for creating demand of education and support to students for their preparedness and nutrition were implemented. But in the case of Nepal, there were several programs for supporting schools and teachers. With regard to scholarship, the focuses were on gender, caste, ethnicity, disability and geography to some extents. This suggest multiple approach to address the large challenges of education and Nepal can learn such multiple approach to address the problems of out of school children and challenges of high repetition in the education system.

Functioning of Scholarship in Nepal and Aboard

In Nepal, the release of scholarship funds takes place from Ministry of Finance (MOF) to Ministry of Education (MOE), then to Department of Education (DOE) and finally to schools through extended arms of Department of Education. But the experiences from the selected examples showed in the table (4.6) above that different institutions were involved in the management of scholarship and incentives, such as in Bangladesh, BRAC, an INGO, was made responsible whereas in Columbia private schools were welcomed to manage the vouchers. Similarly, in some cases ministries other than education were also made responsible for the management of incentive programs.

From the discussion, I knew that in most of cases, the government mechanisms were involved in the management of incentives/scholarships which is also common in Nepalese context. Reviewing the national as well as international practices has helped me to develop the understanding of incentives with different dimensions, strengths and weaknesses. Such understanding contributed to explore and address the gaps in the scholarship management.

Different practices were seen in the distribution of incentives and scholarships. As I found that scholarships are given either to the recipients or parents in Nepal but in conditional cash transfer program (such as Red de Protection in Nicaragua) transferred to poor households. Such examples can also be drawn from other countries.

Summary and Conclusion

In this section, I have explained the historical development of scholarships, policy provisions with regards to scholarships and different types of scholarships in the context of Nepal. Similarly, I have also reviewed the practices implemented in the international contexts. As I mentioned earlier, comparison in different practices helped me to explore strengths, weaknesses and measures necessary to take for the further improvement of scholarship program in the future. I have discussed such matters in the following chapters. To do so, I have analyzed the field data collected with the experiences gained from the review of literature and practices in Chapter V.

In 1971, scholarships/incentives were introduced to support rural girls to train them as teachers. However, it was only mentioned in the Fifth Development Plan (1975-1980). Different policies and programs were developed and implemented in Nepal and abroad (examples from selected countries). The targets of the scholarships were students mostly in the context of Nepal whereas schools, teachers, households and students were taken in the case of abroad. The ministry structures have been used in Nepal for managing the functions of scholarships. However, different modalities were practiced in abroad.

CHAPTER V

SCHOLARSHIP MANAGEMENT PRACTICES AT SCHOOL

In the earlier chapters (in Chapters II and IV), I have reviewed the national as well as international programs on scholarships and incentives, and their practices. The review of right based approach and system theory provided me opportunity to learn about the scholarships/incentives that are provided for ensuring access to and quality education, for increasing retention and reducing drop outs. In this chapter, I have tried to assess the purpose of scholarships as a rights-based perspective and its functioning with system perspective.

The aim of this chapter is to explore the field experiences in relation to the research questions. One of the research questions is to identify the process and actor's involvement in scholarship management at school. In order to assess the gaps in such matter, I have discussed field experiences by linking it with the theory, relevant literature and practices, both in national and international practices. The gaps in the scholarship management in terms of understanding (such as policy, programs, and implementation) and perception of school stakeholders have been explored and discussed in the chapter that follows (Chapter VI).

As per the research objectives and research questions, I have discussed two major aspects - understanding about scholarships and practices at school level. The following topics of discussions include the process of scholarships management and the involvements of stakeholders. This relates to the functioning of scholarship as a whole, whereas in the later section of this chapter I focused on the perceptions of school stakeholders. At the end, such discussions lead to explore the gaps in scholarship management at school.

Understanding Scholarships: A Gift or Right to Receive

In earlier chapters (Chapter I and Chapter IV), I have reviewed the rationale of scholarship, its purpose and types. Both in the national as well as international experiences and from the review of relevant literature I have found that scholarships are provided to increase access and retention of targeted students, and to enhance learning of such targeted groups. In the international context, I have also seen that scholarships/incentives were targeted mostly to address the problems created by poverty and partly to other problems. In Nepal, while reviewing the education commission reports and periodic development plans, I have found that the scholarship programs from the very beginning were targeted to address the issue of gender inequity in school education, especially in primary education. From the review I have also found the continuation of scholarships in school education with the expansion of both the coverage and contents along with the development of education. Hence, scholarship is considered as one of the most important components of the incentives schemes (MOES, 2001; MOES, 2004; NPC, 2007). And, now scholarships are becoming as a right to poor and disadvantaged children (UNICEF, 2007).

During the field visit, I interacted with the school head teachers, teachers, students, parents and members of school management committee on the concepts of scholarship and its development since the past. The purpose of my meeting and interaction with them was to assess their knowledge and understanding on scholarship.

School head teacher in school A of Bhaktapur told, "Scholarships to students are given to increase enrolment in school education". The way he explained about the purpose of scholarship was correct. One 40 year parent in the same school explained the purpose of scholarship in this way;

During my study I did not see any such scholarship, now the government is providing scholarship to the poor students. I am from Janajati group, my children are not getting scholarship, but there are some groups who are richer than me, but they are getting scholarship. But I do not know the reasons about it.

He further explained that scholarships are targeted to poor people and expressed some confusion about the different types of scholarships with their rationale. He still thought that scholarships are for poor people.

During the field interaction, I was interested to know about the students' understanding on scholarship. Sajani, 9 years old girl studying in grade 3 in a school D in Lalitpur explained me that she did not know why she is getting scholarship. Her class teacher Ranjana also demonstrated a little knowledge about scholarship. However, she told that scholarships are given to poor girl child.

Umesh, age 52, chairperson of school C in Kavre has almost spent five years as a SMC chairperson. I was happy by visiting such person because my assumption was that he knows the purpose and types of scholarships. He explained the scholarship distribution procedures very well. His explanation was that head teacher had prepared the name list of the eligible students based on the criteria and SMC had no objection on the prepared lists. He further added,

Head teacher provides criteria, quotas and amounts in our meeting. They also put the name list of the students because they have already identified the name of students, even it is not possible to verify name of students one by one. Once we make decision, then we finish our job.

Gyaneswor, age 53, a school teacher of school F in Kathmandu demonstrated his knowledge on education for all. He explained that the purpose of scholarship is to ensure education for all, but he was also confused about the different types of scholarships with criteria and amounts, and their purpose.

I asked about the scholarship to Bimala, age 35, a housewife in Lalitpur (parent of school E). She told me that she only knew about the scholarship once her girl child received it from school. She claimed that school did not inform her about the scholarship amount, criteria and other procedures. On the contrary, in school C in Kavre, schools informed parents through letter about the days on which scholarship was distributed.

The Government has been taking scholarships as an effective means to promote or increase the enrolment of the targeted groups whereas head teachers and teachers in my study took it simply as quotas given to them. In this context, their roles were seen as a distributor of quotas to the targeted students. SMC members, parents and students were indifferent in such notions. However, one parent in a school claimed that his children should receive scholarship because he was poor. He explained, 'I am poor; my children should receive scholarships, why other rich people are getting it, they are richer than me'. The reflection from such conversation could be linked with the concepts of right to receive support from the state.

Different understandings of school stakeholders on scholarships were observed. School Management Committee, head teachers and teachers were seen as provider of scholarships, whereas students were as a receiver. Some parents were claiming as a right and others were indifferent. Thus, scholarships were taken both mostly as a gift from the government and partly as a right to receive it for ensuring the education of the children of targeted groups. The reflection from such situation is that scholarships are neither right to targeted groups nor state declared welfare schemes for them. In terms of understanding, head teachers were found having somehow knowledge on the rationale of scholarship, its purpose and types, whereas other

stakeholders do not classify scholarship as this and that, therefore possessed a little knowledge about such aspects.

Translating Scholarship Policies into Actions: A Reality or Idealism

Effective scholarship programs delivery include phasing with timeline, targeting specifically, identifying responsible agencies with delineated roles and monitoring mechanism. Sapru (2000) suggested that planning, timing and scheduling are important techniques in the implementation process. Appropriate timing and effective scheduling of work constitute a necessary condition for successful performance of any program.

Hence, effective implementation begins from the effective planning. System theory, in Chapter II, provided information for making scholarship implementation more effective, an improved system would require. In this system perspective, scholarship implementation can also be seen in context-input-process-outputs model. For making scholarship implementation effective, all elements should be considered important.

As per the present scholarship policies, all Dalit students are eligible to receive scholarship at the primary level (MOF, 2008). Similarly, half of the enrolled girls at the primary levels and selected disable students studying in primary levels are also entitled to receive scholarship (ibid).

Head teacher in school A of Bhaktapur explained,

...District education provided inadequate quotas and amount of scholarships for us. The number of Dalit students was 20 but the school received 18 quotas for Dalit scholarships and equivalent amounts. There was also similar situation in girls' scholarships. The most striking issues were remained in disabled scholarships.

Similarly, head teacher of school B in the same district also raised the concern of inadequate quotas and amount of scholarships. Likewise, this sort of inadequacy was also collected in other visited schools (school C in Kavre, school D & E in Lalitpur and school F in Kathmandu). Thus, I have observed the common perception of the head teachers in relation to the inadequate scholarship quotas and amounts.

Then, I was interested to know the reasons for schools receiving inadequate quotas and amount of scholarships. First, I looked at the data used in the allocation of scholarship amount at the national, district and school levels. As per the instructions provided by the Department of Education, schools should fill up flash reports twice a year. DOE prepares national flash report by compiling the reports of data submitted by schools. On the basis of the published data, the DOE planned for scholarships (quotas and amounts) to districts. Then, districts reallocate scholarship quotas and amount to schools in an average scheme.

With respect to inadequate scholarship quota, I wanted to listen to from teachers. Teachers of school A in Bhaktapur stated what the head teacher had reported me earlier. A teacher explained that "in our school, there were altogether 20 Dalit students in primary level but DEO released scholarship for only 18 students". A school teacher in Kavre was a little informed but teachers in schools of Lalitpur and Kathmandu districts were found not informed of such matters. When I referred to flash report, they came to know about it, but it did not match with the scholarship in any way.

A parent in Lalitpur said, "I did not know other things, only I knew that my children received it, I did not take care how many were there and how many children received it....perhaps head teachers and teacher may tell about it." In line with this idea, a student in the same school said, "I knew about scholarship because I got it, but

I did not know other things". This gave me the information that parents and students relied on the information provided by head teachers and teachers and head teachers and teachers were seen as recipients of scholarship whatever quotas or amounts are given to them.

It gave me ideas that scholarship programs were not implemented as per the intent of policy. Schools have easily taken inadequate quotas and amount. In the field, I was also interested to know as to how head teachers manage the scholarship in the case of inadequate quotas and amounts. They simply replied to me that schools provided an average amount of scholarship to all eligible students irrespective of criteria given to them.

Because of inadequate quotas and amounts of scholarships, the actual implementation of scholarship policies into actions was not taking place in schools. In this context, scholarship policy seems ideal rather than actual and practical. All the head teachers and most of the teachers where I visited claimed that they received inadequate scholarship quotas with respect to the eligible number of students in their schools. Thus, the number of quotas received by the schools was unmatched with the quotas provided by the districts.

The main problems responsible for creating such a situation are the unavailability of accurate information on time, schools' lack of awareness on the use of data that they supply for planning purpose, weaknesses of the existing education management information system (EMIS). Though there was flash reporting in all schools, there was mismatch between what schools have received and what they really needed. Because of limited quota system from DEOs, schools are compelled to distribute scholarship inadequately. To do so, schools also developed their own criteria to distribute scholarships. Hence, a difference was observed in the policy

provision (certain amount of scholarship for targeted groups) and its implementation (inadequate amount of scholarship to students). This indicated on ideal policy, which was difficult to implement. Using different criteria from the schools could be useful for them, but the guidelines would not allow them to do so. And issue of need of flexibility in the program implementation can be raised in this case.

Scholarship Distribution Procedures: A Ritual Practice

Department of Education issued a scholarship management guideline, which clearly spells out an intuitional arrangement with specific roles and responsibilities for the delivery of scholarship. Informing to districts about the programs, such as, scholarship management, through program implementation manual and other necessary circulars was the responsibility of DOE. District Incentive Management Committee at the district reallocated scholarship funds to schools. Then, District Education Office provided information to schools through Resource Centers and released funds to schools' bank account. Then, finally school management committee distributed the scholarships to eligible students.

During the interaction with the field stakeholders, I have found that scholarships were distributed to students by the decisions of school management committee. Generally, once the head teachers received the grants from district education offices, then they initiated the scholarship distribution procedures. All the procedures, which I have observed, were formal and routine work. I have noticed in my study schools that were very difficult to find intensive discussion and interaction before selecting the students for scholarships. Because of such practices, the actual intents of the scholarship are not reflected in the field.

Let me begin with one example of scholarship distribution in a secondary school (school D) in Lalitpur district.

When I received scholarship grant from district education office, then I prepared the name list of eligible students with the (little) consultation of my staff members. Then, I called meeting of school management committee to make a decision. Once SMC makes decision, I distributed scholarship to the students. I did the things in a right way.

During the interaction with head teacher in another school (school B in Bhaktapur), I have found different practices of scholarship distribution than it was in Lalitpur. He explained the process in this way.

After receiving scholarship grant in school from district education office, I called teachers' meeting and shared about the scholarship and allocated amount. I assigned all class teachers to prepare the name list of eligible students. Class teachers identified eligible students by using the criteria of poverty, Dalit, girls and talented. Once class teachers prepared the name list, then they submitted to me. Then I compiled them and got approval from SMC meeting. School distributed scholarship to selected students in school anniversary day.

Although scholarship distribution guideline developed by the Department of Education has clearly spell out about the distribution procedures of scholarship at the school level, the different practices were seen in the school. The studies carried out by IIDS (2004) and expenditure tracking conducted by FCGO (2007) also indicated the different practices occurred at the schools.

I also observed some other practices, such as involving teachers and members of SMC while selecting students for scholarship distribution. However, absence of practices to involve parents and students, and inadequate interaction with the teachers pushed me to understand that scholarship distribution system is not so much effective in terms of participative management. Even, no school declared the types and amount of scholarships before selecting eligible students in schools' notice board. The tendency what I found is that schools only disclosed names of the students once they made a decision to award scholarships without involving all stakeholders in the

process. One can easily raise the concerns of transparency while making a decision in the selection of students.

Actors of Scholarship Distribution Process: Highhandedness of Head Teachers

The scholarship guidelines spelled out the roles of head teachers and school management committee to manage the scholarship distribution. But it did not speak about the roles of teachers, parents and students. However, teachers and parents can play vital roles for managing the scholarship program effectively.

With regard to the involvement of school teachers in the scholarship management, let me begin with an example in school A in Bhaktapur. Head teacher stated,

I have assigned all class teachers to prepare the name lists of eligible students from all classes, then we all staff (teachers) discussed together and came to consensus to prepare the final lists of students. Then, I submitted the name list to SMC meeting for its final approval.

Similarly, school head teacher in school D put his ideas differently,

I had consulted teachers informally. I had also made consultation with SMC members before making the final list of students. I had assigned specific responsibilities to some teachers for making the lists of eligible students. Then I submitted the name lists to the SMC meeting for their final approval.

In both cases, teachers were involved in selecting students either formally or informally. But SMCs were taken as a final approval agency of name of students. The only difference was that in some cases class teachers were assigned to identify the eligible students whereas little involvement was made in other case.

I also focused myself to assess the level the participation of parents. For this, I asked them who were getting scholarships. My concern was whether students were receiving the scholarship money or their parents were.

Head teacher of school F in Kathmandu stated, "we distributed scholarship to students/parents in the presence of parents in schools' annual day or other important functions. Generally, SMC chairperson distributed scholarship amount to students."

Similarly, a parent in school C in Kavre also mentioned in the same way, "school asked me to be in the school's annual day, chair person (SMC chair person) provided scholarship to my children in my presence."

In both the cases, scholarships to students were awarded in the presence of their parents or guardians by school or SMC chairperson. But in return, a signature or stamp was necessary from parents. I have only interacted with the scholarship recipient students who receipt scholarships. They knew little about the scholarship only at the time of scholarship distribution. For instance, a girl in Kavre stated that she knew once she received scholarship amount. Before that she did not know about the scholarship programs.

Hence, parents were only asked to be in schools while distributing the scholarships. They were either consulted a very little or not at all while making decisions on scholarship distribution. Differences were observed in teachers' involvement; they did not show any encouraging participation. Only scholarship recipient students knew a little about the scholarships. This was the same for most of the parents. Head teachers were in pivotal positions for managing the scholarship distribution procedures in schools. Others believed that it was the job for head teachers.

During the interaction with informants, sometimes they challenged me that the existing centrally planned, implemented and controlled incentive system did not give any role to local authorities.

As per the provisions, head teachers, members of SMC, parents and teachers have the roles in the scholarship management at schools as its actors. The level of their involvement differs among studied schools. This could be mostly because of head teachers' leaderships styles, role understanding of SMC, school-community relations and partly because of unavailability of guidelines prepared at the department level. This could be because partly the head teacher did not like to delegate authority to others and partly due to lack of coordination and cooperation in the schools among actors. The concepts of power relation and conflict theory (Marshall, 2005) among actors of scholarship management could be relevant in this context.

Dissemination of Scholarship Policies and Programs: Insufficient Efforts

By realizing the importance of dissemination for making effective implementation of scholarship, what is developed and understood at the national level and what is understood at the school level is an important aspect. Dissemination responsibilities have fallen under Department of Education. Thus, DOE prepared and disseminated the scholarships guidelines to its line agencies. This process went up to the schools.

Little or lack of consultation with head teacher were seen while designing the scholarship policies and programs. Though it is difficult to involve more than 25,000 school head teachers while formulating the policy formulation and designing programs. However, their involvement in this process is important. Let me begin with feelings of a head teacher.

Iswor (head teacher of school F) claimed, "Government authorities did not involve us while designing and disseminating the scholarship programs including policy decisions. Even our suggestions were also not taken seriously". He gave one example of changes in time for the distribution of scholarships. The difficulty at the school level, as he claimed was that once they become familiar with the scholarship

programs to some extent in a year, then changes have occurred for next year. This made them difficult to understand the policy and program adequately.

Likewise, head teacher in Bhaktapur told, "nobody take care our concerns. Just they developed what they would think better, they did not consult to make changes in the ongoing programs (policies)." The differences were observed in the scholarship amount and distribution time in two consecutive fiscal years (FY 2006/07 and FY 2007/08). Department of Education has published its implementation manual (document that describes the activities and their implementation procedures) by changing such changes. But I found that schools were largely unaware of such changes. From the school record, I found that the instructions received by the school were based on the previous fiscal year's (FY 2006/07) instruction.

With regard to the dissemination, a number of different practices were observed. Verbal communication or formal letter or putting notice on the school's notice board was found commonly used method to inform parents about scholarships. In Bhaktapur, schools (both school A and B) received instructions through Resource Centre. School D in Lalitpur also received instructions through its own Resource Centre. The instruction letter described the types, amount and distribution procedures of scholarship.

Informing to schools from higher authorities is one aspect of dissemination issues whereas the communication within school is another. Teachers of the schools visited stated that they knew about scholarship either through formal or informal staff meeting or both. Once head teacher received information from either RC or DEOs, then it was passed on other teachers. However, most of teachers of school D (secondary school) in Lalitpur were found unaware of scholarship programs. This could be either because of head teacher's willingness not to disclose information to

other teachers and wanted to hold it with him or teachers' motivation to learn about such matters.

In school A of Bhaktapur, a teacher said, "once school received information, we have discussed in staff meeting." This was also evidenced from their staff meetings. One agenda of meeting was scholarship distribution among six staff meetings in a year. In school C, minute was also made. But I could not see it in other schools. However, head teachers said that they used informal and verbal communication to inform other stakeholders. Hence, the method of information dissemination was mostly among teacher community was verbal sharing.

From the discussion and interaction with the parents, it was also noticed that they were found to be largely unaware of the various types of scholarships in terms of quotas and amounts.

Head teachers did not communicate or share it with others in a systematic way. This made that most of teachers, parents and students in the local contexts were unaware of the formulation and dissemination of scholarship policies. SMCs were informed about it during the meetings. However, differences were observed in schools. The school level stakeholders were not adequately consulted while designing the scholarship program and many of them were not even informed properly of the programs. The participation of beneficiaries in the designing of programs did not happen. This could be because of weak monitoring or lack of access to the knowledge of participation mechanism.

Implementation of Scholarship Programs: Delayed Functions

District Incentive Management Committee (DIMC) decides the reallocation of scholarship amount to schools after receiving the budget from Department of Education in the second trimester. Once the DIMC makes decisions of scholarships

reallocation to schools, then the District Education Office releases the scholarship amounts to the schools' bank account. DEO sends letter to the bank but the letter hardly discloses the amount in different headings received by the school. Here, two concerns were important. The first one was how long a DEO took to release budget to schools and the second was when DOE released and provisioned budget to DEOs. Therefore, delay was concerned with the provision made by DOE and the time taken to complete the process in DEO.

One of the reasons for delayed fund release to schools was because of delayed release of budget from DOE and DEOs. This was also evidenced in the Technical Review of School Education (TRSE) report. The report further mentioned the cause of delay was due to the delay in the release of funds from DOE. Most of the schools received scholarship budget in either first or last months of second trimester. And, they distributed as per their convenience. Subsequently, this has affected in the distribution of scholarship.

The flexibility to schools with regard to the scholarship distribution was given from scholarship guideline. Hence, I came to know a number of different practices prevailing regarding the timing of scholarship distribution. A head teacher in school B in Bhaktapur stated, "we started to initiate the process of scholarship distribution once we receive scholarship amount from the district education offices. Resource centers provided us instruction letter once the budget was released in our school account." Another head teacher in school E in Lalitpur told me, "DEO provided scholarship amount in our account in around second trimester, but we received instruction very lately." The reflection from their quotes was that schools only received information with regard to scholarship distribution once they receive scholarship grants in their account.

Head teacher of school C in Kavre mentioned that the timeframe for distributing scholarship was set for parents' days but other teachers in the same school were not familiar about with such fixed timeline. From the field data, I have found that head teachers were a little familiar with the timing of scholarship distribution. But teachers, SMC members, parents and students were not adequately informed of timeframe. This could be either lack of information dissemination to them or they did not realize that these things were important for them. The lack of systematic information flow could be because of inadequate instruction to schools, weak monitoring and little knowledge on participation mechanism.

All institutional set up created and made responsible for the management of scholarship were thus just allocating the scholarship funds to their lower units. Despite the number of the eligible students in the schools, district authorities allocated the budget based on the quotas and amount received by them from higher authorities. In other words, the scholarship fund allocations were based only from the supply perspectives but not from the demand perspectives.

By relating the above situation in system parts, I found guidelines at the national level as an input but they never reached to schools as an output (in the schools where I made visits). Other legal and policy documents were also available, but they were not available in the schools. From such situation, I came to know that inputs such as guidelines, instructions and budget were either available lately or unavailable to schools. Lately available inputs certainly have effects in the scholarship implementation at schools. Some of the inputs were not in schools' control. The process was under the control of school, but also seen inadequately addressed.

In line with this discussion, I have also tried to see the scholarship management at schools from different theoretical perspectives. If we see it from

partnership model (Robibins, Judge & Sanghi, 2007) - actors' involvement in the process. Actors' involvement depended on the contextual and attitudinal factors. Then, I tried to see it from bureaucratic framework. Instead of following the guidelines prepared at DOE, schools used their local criteria while selecting and distributing the scholarships.

The information flow from department to schools (Annex 7) also followed the existing hierarchical structure. From this, schools have not received information on the stipulated time, lacking two ways communication between levels of hierarchies. This also included the flow of guidelines and instructions to schools.

School Stakeholders' Perceptions on Scholarship Management

One of my research questions was to explore the perceptions of school stakeholders in the scholarship management. In the field, I spent a considerable amount of time to unfold their views. Several interactions were carried out with them. My discussion and interaction with them was based on the unstructured open ended interview schedules. What I found during the interactions with them are listed below in the table:

Table 5.1

Perceptions on Scholarship Management

Areas of perception	Head teachers	Teachers	Students	Parents	Members of SMC
Understanding on scholarship	Familiar about types and amount, not clear about purpose,	Little familiar with types, not clear on purpose	Only recipient student knew about scholarship amount	Few parents knew about scholarship , but not types, amount and purpose	Little knowledge on scholarships , not clear about types, amount and purpose
Timely availability of fund/service	Delayed	Delayed, most of them did	Did not know	Did not know	Did not know

Areas of perception	Head teachers	Teachers	Students	Parents	Members of SMC
delivery		not know			
Quotas and amount	Inadequate	Inadequate	Not clear	Not clear	Inadequate
Guidelines	Received verbal communication through RC, not clear about the guidelines, sometimes written guidelines	Not clear, heard but not seen	Not clear	Not clear	Heard, but have not seen
Selection procedures of students	Rigid, therefore, derived locally	Not clear, locally derived	Not clear	Not clear	Not clear
Distribution of scholarship	in a function, schools' parents day	Schools' function	Parents' day	Parents' day	Annually
Involvement or participation	Yes	Partially	Not involved	Not involved	Yes
Monitoring and follow up	Not carried out	Not clear	Not clear	Not clear	Not carried out

(Field Data)

From the table above, the perceptions of head teachers, teachers, students, parents and members of SMC were summarized in a way without distorting their intent and meaning. This summary provides that fact that head teachers are clearer on the purpose and types of scholarships than other stakeholders. This could be because of their interaction with the resource persons and district personnel. Head teachers could also have received opportunity to interact with other colleagues in a meeting for instance, head teachers' meeting in district education office, regular meetings at resource centers. But other stakeholders did not receive such opportunities.

Perceptions on Scholarships Provisions

Understanding scholarship means becoming familiar with purpose, types and amounts of scholarship. For making effective implementation, these dimensions of scholarship are crucial. In the field, I have found that head teachers were familiar with the types and amounts of scholarships, but they had a little knowledge about purpose of scholarship.

The above table indicates that most of the head teachers knew about scholarship types and amount while they received fund from District Education Office. However, no schools could show the guidelines developed by the Department of Education. Resource Persons acted as an information carrier between them and district education offices. They opined that Resource Centers provided some instructions to schools through written or verbal means. Other stakeholders were found little or partially familiar with the intended purpose of scholarships. A head teacher of school D in Lalitpur stated in this way.

We received lump sum amount of funds from DEOs, then, I went to DEO office to ask about the details of the grants. Later on, I found that scholarship amount was also included in the lump sum grants. Then, I received scholarship distribution procedures from Resource Centre through verbally.

Similarly, another head teacher in the same district spent scholarship grant amount for the salary of teachers recruited from school's own resources the year before. Because nobody provided him information that the lump sum grants included scholarship amount also.

I have also asked some questions to teachers for assessing their understanding about scholarships. Some of the questions asked to the teachers were 'do you know about scholarship, if yes, how do you know?' The responses from teachers were mixed. Of course, some of them consulted before or while distributing scholarship.

And most of them neither consulted nor asked to be involved in the scholarship management at school.

From the field interaction with students, I have found that students were not so much familiar with the types of scholarship, its management and distribution. But they were found positive about scholarship provisions. One student studying in grade 1 in Lalitpur did not know about the scholarship given to him, but he was happy. One of the students of school C in Kavre explained in a different way as follows,

My father is working as a labourer and the school had given me an opportunity of education through scholarships. Currently, I have been receiving Rs. 300/- as scholarship and purchased copies and pencils. My parents collected scholarship amount.

I have also found similar views of parents in the same school.

Sanjaya, age 38, parent of school C in Kavre told me that the scholarship amounts have been used for buying exercise books, pencils and day meals for the children, but it has not used for other purposes. He further complaint about the local criteria used by the school in this way;

The school has set the criteria for the distribution of scholarships for only one child from one household but I have three children, only one child has received the scholarship amount. I don't know the criteria set by the school. I am poor I should get it, why for rich people.

Despite the little money in scholarship, parents still saw the value in it. This was also highlighted during the interaction with a parent in Lalitpur. She said,

My husband is working as a laborer on housing activities but I have no work and I have two children so I need scholarships to my children for study. I have to pay house rent. Without scholarship, it would be difficult for me to buy stationeries for my children. Even small money, this is seen very useful for me. So my children need scholarship. Otherwise it is hard to manage the educational materials for them.

From the interaction with the parents, I came to know that parents were asking the authorities for scholarship for their children. To some extent, that can also be seen as a right to receive scholarships. As I know that from rights based perspectives, their demand was valid, but they were less aware of the provisions of scholarship made in the present context.

SMCs were unclear about the amount of scholarship grants received by the school and guidelines related to it. It was hard to understand for them about the types of scholarships and their distribution procedures. However, they claimed that they were overseeing the distribution of scholarships, which have been implementing for several years. From the discussion held at the school level, it was found that the SMCs were informed of it only at the scholarship distribution time. Some head teachers made pre-consultation with SMC members before initiating the process of scholarship distribution. Generally, head teachers prepared a name list of eligible students and got approval of it from the SMC meeting. These are the roles I found being carried out by the SMCs in the scholarship management.

Parents were found aware of the scholarships (not types and purpose) distributed by the schools. They usually received information about it either from the HTs or teachers, or students, or sometimes from SMCs. The teacher and students informed the parents about this program.

From the discussion above, I have explored the mixed understanding of stakeholders in the management of scholarships at schools. Parents' claim was that they should receive scholarship because they were poor than others even though they were not familiar with the government policies and programs. The provision made by the government was not disseminated to them, therefore, the questions can be asked as to how they know about it.

Providing information to stakeholders is very much depends on the head teachers' attitude and role. But the field data/information indicated that when school asked them to be in school, they came and participated in the process. If nobody asks them to participate in the process, then they did not take care about it. Therefore, before asking their understanding on the scholarship, what others did in this process has remained important.

Systematic flow of information among key stakeholders is yet to be established. In the rights based perspectives, the scholarships should be targeted to needy groups (Sandkull, 2005) so they have to be informed of time for ensuring their participation. In some countries discussion in earlier chapters (Chapters II and IV), separate agencies or systems were created for managing the incentives. And the overall responsibilities were given to these agencies against what has been in practice in Nepal. Therefore, either strengthening of such arrangements is necessary or alternatives are to be explored at the ground level.

Perceptions on Scholarship Management Procedures

Scholarship management practices include dissemination of programs, interaction among school stakeholders, selection of students, awarding scholarship to them, and monitoring and follow up for ensuring the use of scholarship. I was interested to assess the perceptions of stakeholders on these aspects by interaction with them.

The general procedure of receiving scholarship was that once schools received grants to their account, then they (head teachers) started to consult concerned personnel to know about the grants and their distribution procedures in details. Some head teachers, as they claimed, that they consulted with district officials and some relied on the information provided by Resource Persons. Thus, one way

communication was the main method used in this process. Schools received grants and scholarship distribution instruction together.

Hence, information to schools was provided either from districts or from resource persons. The information only included types, quotas and amounts of scholarship. If it was less than required, schools could not do anything. Head teachers were facing problems to manage the scholarship distribution properly. For making it effective, they have to make the stakeholders fully aware of the scholarship policies and programs.

Teachers received information on scholarships from head teachers. A teacher in Lalitpur pointed out carefully, "it depends on head teachers' attitude". While reviewing the documents, I have not seen specific rules or procedures that explained the fact that it should be consulted with other teachers before or while distributing scholarships to students. Therefore, teachers' involvement in scholarship management was seen uneven among the schools visited. In Bhaktapur, with the instruction of HT, the class teachers and teachers identified the number of the beneficiary students in the class and discussed on the finalization of the list with other teachers. But this was not practiced in Lalitpur.

As I know that criteria for identifying students were given in the guidelines, the common procedures explained by the teachers on the selection and distribution of scholarship criteria in the schools were regularity of students in the class, discipline, dedication, student working in others' house and hard working. This is the difference that I found in practice and policy provisions. I have also seen that local criteria were developed to identify students at school. In a school in Lalitpur, scholarship to students was given based on the criteria of poverty (subjective judgment to identify students from poor family) rather than centrally derived criteria.

Most of the class toppers in the school have also been receiving scholarships regularly in school A in Bhaktapur. But it was not common in all schools. Head teacher and teacher, by sitting together, in Bhaktapur made decision on the selection of the children on the basis of set criteria defined by the school. One teacher told about the criteria used by school in this way,

We never discriminate while selecting the student for scholarship. My daughter is studying in this school. And I never enforced to provide scholarship to her, and never did my colleague or the HT or SMCs. We all have followed the guidelines developed by the school. We never give scholarship to failed students, but sometimes it happened because of poor economic condition of parents.

I have drawn insights that schools have developed local criteria irrespective of the local ones given to them from district education offices. Three types of schools were seen, using centrally developed criteria, using their own local criteria and using mixed criteria (both from centrally developed and local criteria). The most frequent used criteria were class regularity, performance of students and poverty status of parents (subjective judgment). The questions, then, can be asked why schools did so.

During the discussion, I have found that firstly, schools did not find flexibility in centrally developed criteria to suit their local contexts. Probably absence of guidelines or lack of flexible criteria did not make them easy to work. The consequence of these reasons could be compelling them to develop and use local criteria. They have also not received technical support from resource centers and district education offices. Schools also used their judgments while deciding the scholarship distribution procedures. From such scenario, what is understood at the center is different from what actually practiced in the field. The decision made by the schools can also be linked with the decisions that suit best to their local contexts

because, decisions at the local level with the contextual elements are more relevant than the decisions made from far distance.

Assumed and Performed Roles of School Stakeholders in Scholarship Management

From the review of the policy documents, I have found that head teachers and SMC have been given direct and specific roles in scholarship management at school.

However, in practice, I have found differences. While reviewing the documents, I have not seen specific roles of teachers, parents and students in scholarship management. However, teachers were involved in the scholarship management.

During the interaction with the stakeholders, I have found that stakeholders performed some roles which were not in the policy provisions. Hence, differences observed in the expected and performed roles are summarized as below in the table.

Table 5.2

Assumed and Performed Roles of Stakeholders in Scholarship Management

Stakeholders	Assumed Roles	Performed Roles
Head teachers	Disseminate guidelines, prepare information base, inform teachers, students, parents and SMC members	Disseminate guidelines, prepare information base, inform teachers, students, parents and SMC members
Teachers	Not specific	Mostly, prepare information base, prepare name lists, inform parents, students and support head teachers to make decision, agree on staff meeting, In some cases, teachers were found largely unaware
Students	Not specific	As a recipient of scholarship
Parents	Support school	As a recipient of scholarship
SMC members	Decide as per the given guideline	Agree on the submitted name lists and make decisions

(Field Data)

As mentioned above, I have found different practices in relation to the performed roles of stakeholders. The crucial roles were expected from the head

teachers and to some extent they were performing these too. The head teacher knew their roles as given in the policy documents, but they were found performing differently. One head teacher in Lalitpur district explained in this way;

When I received scholarship amount, then I put the instructions given from DEO and amount of grant to be distributed in the SMC meetings for its decisions. Without decisions of SMC, I cannot alone distribute the amount to the beneficiaries.

Similarly, another head teacher in Kavre explained;

With the consent from the SMCs, I organized the staff meeting for the identification of the beneficiary students and finalized. Then, we agreed to inform students and parents. I shared criteria and guidelines with teachers given to schools for the distribution of scholarships. I also shared the information with the parents through students, notice board and informal meeting. Generally, I shared such things in the parents' day through notices and letters to parents. The class teacher also circulated notices to their respective classes and also instructed the students to inform to their parents. DEO did not provide any set of criteria or guidelines for scholarship distribution, only provided the rates, types and quotas of the scholarships. The class teacher identified the priority on the application and selected the beneficiaries, then SMC approved it.

In a school visited in Kathmandu, the HT explained,

I do not know about scholarship amount because DEO does provide all amounts in the bank without any itemization. DEO asks to submit annual plan of action in each year, however, I am not getting an amount reflected in the plan.

From the above quotes, I have got reflection that head teachers were performing somehow their given roles. However, roles of other stakeholders were dependents upon the leadership style of head teachers. In a school in Kavre, I have noticed that the class teachers were given authority to select the eligible students. The name list prepared by the class teachers were discussed in the staff meetings. Before, submitting the list to the SMC meetings, there was general consensus among teachers

to finalize the name of the students eligible to receive scholarships. I have also found that teachers and head teachers have taken the roles of identifying eligible students.

As per the Education Regulation and Scholarship Distribution Guideline, teachers have not direct roles in the management of scholarships. However, they were performing very much supportive roles in the overall management of scholarships at the school level.

As per the Education Regulation, 2002 and Scholarship Distribution Guideline, School Management Committee has sole responsibility in the management of scholarship at the school level. They are authorized to decide the eligible students for scholarship based on the given and agreed criteria. During school visits, my first question to them whether they were performing their roles given in the documents. One SMC chair in Bhaktapur explained their roles in scholarship management at the school level in the following way;

Head teacher proposed the agenda of scholarship distribution in our meeting with the instructions provided from the higher authorities and the grant amount for its approval. The SMC decided the amount for scholarship distribution on the basis of quotas shown by the HT. Generally, we did not know the details and we relied on the information provided by the head teacher, even we hardly discussed the financial conditions of the short listed students.

According to another SMC chairperson of a school in Kathmandu;

We provided full authority to head teacher and teachers for setting criteria and distribution of the scholarships. We discussed on the basic criteria and we were very much concerned to maintain transparency and right choice on the selection of the student.

From the conversation with SMC chairs, I have found that in all visited schools, SMCs were involved in making decisions to identify eligible students for scholarships. They relied on the information provided by the schools (head teachers).

This could be because of their low level of understanding on the technical aspects of scholarships or trusted the roles performed by the schools (head teachers)

In the scholarship distribution guidelines, it was assumed that SMCs can play active roles in the scholarship management. By interacting and consulting with teachers, head teachers prepare agenda for the SMC meeting. Then, there were discussions among the members of SMC to select eligible students. This mechanism also indicates the check and balance in the roles of schools actors. However, head teachers played major roles, whereas SMC played only decision making role as a passive actor. The studies reviewed in earlier chapters also indicated lapses in the process of scholarship management. The same problems have been appeared in this case also.

I tried to see such problems from theoretical perspectives as well. The organizational perspectives could be useful to analyze the roles of the actors (Robbins, Judge & Sanghi, 2007). As I found in the school system, it is assumed that every actor has different roles and responsibilities. For functioning efficiently, the clarity in the assigned roles is necessary. Without clarity in the assigned roles, nobody can perform the assigned functions. Like in other organizations, structural and bureaucratic (Giddens, 2004) aspects also exist in the school. In this situation, weak understanding could be because of problems in the process of the system such as the purpose of scholarships, its types, rationale and importance were not shared among the actors. Problems in the implementation could be because of absence of implementation plan, monitoring and technical support from higher authorities.

Stakeholders' Perceptions on the Effectiveness of Scholarship Programs

Effectiveness in scholarship management can be seen from different dimensions. However, timely delivery, participation and actors' involvement in management,

implementation, monitoring, use of scholarship money and fulfilling the intended purpose were considered important.

Government has been using scholarships as a means of promoting access to primary education for girls and children coming from poor households. Review of studies in Chapter II and Chapter V also showed that the provision of scholarships is believed to boost the educational participation of girls and disadvantaged children by mitigating economic barriers. However, the schools where I did this research were limited with the concepts of fixed quota system and were distributing scholarship amount and quotas to the students.

Despite the above argument, I found the perceptions of stakeholders positive on the provision of scholarships. Head teachers and teachers saw scholarship as an effective measure to promote the schooling of poor students. They were equally concerned with the inadequate amount of scholarships. Parents, on the other hand, have limited knowledge on the scholarships and their management procedures. However, they too knew the purpose of scholarship money and therefore, they only spent it on stationeries. In other words, they have used scholarship amounts on children's stationeries such as; buying notebooks, pencils and day meals but they did not use it on other purposes. This indicates the use of scholarship amount on the purpose of fulfilling the intended purposes.

The concerns were also raised with regard to the support for the out of school children and continuity of the present scholarships. In this concern, I found that the present scholarship is only for those children who were already in schools. In the field, the perceptions among stakeholders were that the present scholarship system hardly contributed to bringing out-of-school children into the classroom because it is directed to those who were already in school and the distribution system also did not

guarantee that poor and deserving children will continue to receive scholarships until they complete primary education (Bista, 2004).

With regard to the effectiveness of scholarship programs, I found that delayed implementation was common in all schools visited. The concerns of the stakeholders thus were about the inadequate process taken while making the decision on selecting eligible students. Actors' participation was also questioned during the interactions.

Summary and Conclusion

In this way, I have assessed the practices, perceptions and performed roles of school stakeholders about scholarship management at the school level. At the end, understanding of the above matters provided me with an insight to suggest the possible measures for minimizing the gaps on the functioning of scholarship programs at the school level.

From the discussion, I came to know that guidelines for the scholarship management have been prepared, in some cases, local guidelines were also developed. Despite the guidelines, head teachers claimed the low rate of dissemination of information on time. The practices of scholarship management differ from one school to another.

CHAPTER VI

GAPS IN SCHOLARSHIP MANAGEMENT

As argued by Birdsall, Levine and Ibrahim (2005), statistics on enrolment, completion and learning achievement provides the picture of children's education in the country. Another part of the picture is how the country has managed education system, how the institutional arrangements and the incentives to parents, children, teachers, and others have been created.

In the context of Nepal, for ensuring access to and quality of education, and improving efficiency in education, government has already demonstrated its commitment, in terms of policy and program. However, schools and education system are not able to fulfill the stated commitment. Birdsall, Levine and Ibrahim, (2005) claimed that some of the developing countries' education systems failed to fulfill the governments' stated commitment.

The imbalance between the commitments in terms of policy, programs and services to people and actual functioning at the implementation level, there causes a sort of gap. Therefore, the gap is created because of differences in the way it was intended to perform the tasks and the way it is happening.

With this background, I have tried to explore some gaps in the scholarship management. I have reviewed relevant literatures (Chapter II) and practices (Chapter IV), and made discussion in the scholarship management with the field data from different perspectives in Chapter V. Although I have found a number of strengths, the aim of my study was also to explore the gaps in the scholarship management. Therefore, I have concentrated to explore the gaps in this chapter. Hence, based on the

discussion made in the last chapter (Chapter V), I have tried to identify some of the gaps in the scholarship management at school.

Review in earlier chapters gave me insights on the concepts of scholarships, switch on the concepts, expansion both in terms of contents and coverage along with some of the examples from national and international contexts. The discussions and interactions with the field informants helped me to unfold the actual situation or reality about the scholarship management at school.

In the present context, I have explored the gaps in the scholarship management at four levels: Policy level, Program level, Implementation level, and Monitoring and follow up level.

Policy Level Gaps

As argued by Sapru (2000), policies are developed and translated into actions for fulfilling their intended purpose. I found, in Nepal, good policies are in place as compared with the international practices, however several shortfalls were also observed while making interactions with the school stakeholders. In this section, I have tried to see the scholarship policies in terms of;

Ensuring the Elements of Rights Based Approach to Education Insufficiently

From the review of literature and international practices in earlier chapters, I have learned that incentives and scholarships to poor children are given to make schools affordable by reducing direct costs and compensate some of the added opportunity costs (Bidsall, Levine and Ibrahim, 2005). To ensure these, scholarship policies have to be formulated from rights based perspectives.

In the rights based approach to concept of education, every child has a right to receive education irrespective of caste, ethnicity, gender, disability and other form of

disadvantaged situation (Sandkull, 2005). Incentives are designed to support such targeted children, which help them to fully participate in their education (UNESCO, 2004). In line with the national and international commitment, the government designed mechanism and time frame for supporting targeted children.

As per the policy provisions, the amount of the scholarships distributed to the student was equivalent to about NRs 350 per annum. This is a small amount of money and this could hardly help to meet the most essential educational costs, i.e. indirect costs to education. In order to manage the indirect costs (minimum) for school stationeries, writing books, school uniform, and Tiffin require more than this amount.

The present scholarship amount could hardly be enough to buy one set of school uniform and perhaps a bag (IIDS, 2004). In line with my findings, the IIDS (2004) study also further recommended the amount of scholarships to students, which were based into five different clusters: NRs 500, NRs 1000, NRs 1500, NRs 2000 and NRs 2000+ per year.

Interaction with the school stakeholders, especially with head teachers and teachers suggested an amount of NRs 1800/- per annum required for a student to cover the minimum level of educational materials to the students. The following table explains the estimated amounts of scholarship (minimum) for the students per year in different items.

Table 6.1

Required Amount of Scholarship to a Student

SN	Items	Numbers	Amount NRs
1.	Stationeries copies	NRs 50 per month for 12 months	600
2.	Uniforms	2 sets uniform per year	1000
3.	School bag	1 school bag for a year	200
	Total		1,800

(Field Data)

Because of huge increment in the present rate of scholarship amount, the Government of Nepal can either reduce targets for only a few students or can declare that only parts of indirect costs are provided to the students. If scholarships are provided to poor and targeted students for bearing the indirect costs of education, there is a need of either increasing amount of scholarship or declaring a partial support. Or government can declare that the scholarship amount just meets one third of the required support. But present scholarship could insufficiently cover the indirect costs of schooling. Hence, scholarships were there but did not ensure the right of poor people for getting education.

Thus, low amount of scholarship did not ensure the rights based perspectives while formulating the policies. And, these scholarship policies were not formulated to bear the required costs in education.

Less Appropriateness and Relevancy

Policies are developed to bring desired changes in specific areas or to address the specific problems. Changes in areas or addressing problems will require implementation of actions. Hence, actions help to implement policies. Only suitable and applicable policies with the local context can produce desired results. Therefore, for designing policies require special attention on the context and actual needs of the local people.

While coming to the scholarships, one uniform policy may not address the diverse needs of the target groups. For addressing such diversity of needs, context specific policies are required. But in Nepal, most of the scholarship policies are derived from the perspectives of caste and gender. The relation between low castes people and poverty can be found. And, this could also be same in the case of women. However, poverty as a byproduct of several shortfalls compelled people to be in a

severe situation irrespective of other form of classification. Thus, addressing poverty would require priority in this respect. In line with the practices implemented in other countries (Chapters IV and V), poverty targeting, remote areas targeting and households targeting could be more effective than only targeting gender and castes.

Informants in the field argued that poverty based incentives are required rather than caste based incentives. Let me recall one of my informant's arguments. He was complaining, "my children did not receive scholarship because I am not under Dalit category, however other children of rich people who were Dalit received it." The reflection from such scholarships based on castes did not address the problems created by poverty. Non-Dalit parents had the sentiments that the Dalit students receive the scholarship simply because of being Dalits.

In the field, selecting or identifying students from sure name had also made difficult for schools. Head teachers explained their difficulty to identify eligible students because they did not know all the families with their background. Using new surname by the parents or students could be because of several reasons but this has direct relation with the scholarship management. Most of my study schools were located in urban areas. Head teachers and teachers told me that generally migrated and low income people have sent their children to public schools. In such cases, they did not know the parental status and family background. Some of the migrated parents did not provide much more attention on the students' name and castes during admission period. This also created problems for schools while distributing the scholarship when they came to school to ask for Dalit scholarship.

With this discussion, I have found gaps in two aspects. The former one is scholarship policy lacked to provide special or focused attention on poverty. Another

one is caste based targeting had also created problems in the implementation level. Both the gaps can be seen from suitable and relevance perspectives.

Switch in Ideology over the Years

Public policies are guided and derived by certain ideology and doctrine. They are value laden with utilitarian assumptions. Thus, policy analysis provides information on whether the policies are formulated from rights based perspectives or other welfare approach or populist approach or other approaches.

The scholarship policies in Nepal can also be assessed from these approaches. Each approach demands adequate rationale. Before labeling the policies either of these categories, let me provide two examples. Scholarships in study schools were distributed to only those students who were already in schools, which can hardly contribute to bringing out-of-school children into the classroom (Bista, 2004), but they can motivate out of school children as well. However, Niroula-Ghimire (2001) saw it differently by saying that the introduction of incentive schemes has not motivated parents/guardians to send their children to school but also attracted the students especially the girls and socially disadvantaged groups towards schools. In this context, the Government of Nepal implemented booster scholarship for bringing out-of-school children to schools in 2004, but after a year in 2005, this policy was discontinued.

Similarly, in the past, focus for a training to female (B level training for preparing future teachers) was there, but later on it was also discontinued. These policies were formulated to fulfill the intended purpose, but they were discontinued without fulfilling the purpose. Making people aware of the policies would certainly require significant time, efforts and resources. Making frequent changes in the

policies demands strong policy dissemination mechanism. But inadequate resources and time constraints did create difficulty for policy dissemination.

Similarly, changes in scholarship distribution time frequently, making vague criteria (such as scholarship for Disabled within four different categories) and implementing scholarships under different names also created problems in their management at schools.

Hence, the gaps in this respect were identified as discontinued of policies, changes of scholarship distribution time within a short period and making vague criteria.

Inadequate Consideration given in Information base and Capacity

Strong information bases are required for effective planning, implementation and monitoring. In order to make policy credible, reliable data are required. Similarly, the capacity to plan, implement and monitor the scholarship is also crucial aspects in the system perspective.

Currently, all Dalit students studying in primary education are eligible to receive scholarships. Similarly, 50 percent girls' scholarships and selected disabled students are also entitled to receive such scholarship. In Chapter V, I have found that there was mismatch between the needs of schools and actual quotas provided to them. Schools received fewer quotas than they actually required. This could be because of inconsistencies in data at schools and national level. The poor EMIS and data do not support for effective planning and implementation.

Similarly, capacity of the institution is another important aspect of scholarship management. The available resources for planning, monitoring, using technology and managing information were related with the capacity of the system. No delivery of

guidelines to the schools, delayed fund release and weak monitoring reflected the inadequate capacity of the system itself.

Hence, poor management of information and poor delivery of services reflected the gaps in the areas of information management and capacity of system.

Weak Policy Dissemination Mechanism

Informing stakeholders timely about the main intent of the policy is crucial for achieving the intended purpose of the policy. Difference in understanding may create confusion during implementation. Awareness and understanding are related with the use of scholarship. Hence, awareness among school stakeholders is necessary for the successful implementation of scholarship program at the school level. Importance of dissemination of policy among parents was also highlighted by Birdsall, Levine and Ibrahim, (2005). They mentioned that parents who are well informed of policies and resource allocation, and involved in decision making contribute to local solution and increase transparency.

From the field data, I have found that the school stakeholders are found largely unaware of the rationale, purpose, types and distribution of scholarships at school. They were the key actors of scholarship management. Absence of understanding on the intended purpose of scholarship did not help them to implement as per the policy provision. This has direct effect on scholarship management at school.

Schools received fewer quotas than they actually required; they usually distributed the scholarship amount either by reducing the number of eligible students or by reducing the scholarship amount or distributing equally to all students. Schools also provided scholarship to all girls equally for populist reasons. Such events could be appeared because of not being familiar with the policy or just ignoring the cases.

Hence, the gaps in the dissemination of scholarship policy might also have affected the actual purpose of scholarships. This has also resulted in that target groups are less benefited.

With the gaps discussed above, the followings are the policy level gaps in a nutshell.

- a) policy formulation: envisioned education as a right but scholarship policy did not take care of the rights based perspectives.
- b) policy decisions: considered as appropriate and relevant policies but in practices the inputs and feedback from the lower level of implementation were not taken care of.
- c) policy requirements: considered important information base and capacity important but poor data and poor service delivery did provide information on inadequate consideration on information base and capacity.
- d) policy feedback: considered important for implementing policy but in practice dissemination was poor.

Program Level Gaps

Program is the main tool that helps to translate the purpose of policies into realities through appropriate interventions. The gaps persisted at the school level were created because of problems in program design. Hence, the followings were the gaps in program level.

Ineffective Targeting and Coverage

For making effective and appropriate programs, adequate consideration on the capacity of the system, available resources and purpose of the program with targeting and coverage are needed.

In the field, there existed a significant gap between what is required and what is allocated for scholarships in terms of quota and amount given to a school. Such gap was also established by other research reports. In this line, Bista (2004) reviewed girls' education related researches and came to conclusion that scholarship given to girls and disadvantaged children were inadequate in terms of quotas and amounts. This was also evident in my study. In the study schools, the situation with regard to the number of required quotas and their availability to schools were remained as below;

Table 6.2

Gaps in Required and Available Quotas of Scholarships

Variables	School					
	A	B	C	D	E	F
Number of Dalit students	20	11	5	19	20	11
Available quotas for Dalit students	18	8	4	14	17	10
Number of girls	151	137	26	57	72	63
Available quotas for Girls students	60	60	10	20	30	26

(Field Data)

In the study schools, both the scholarship (Dalit and girls) quotas were remained inadequate as compared to the declared policies and required quotas for the schools. This gives the inadequate allocation in terms of targets and coverage of students in the scholarship.

Unavailability of Program Implementation Guidelines and no Dissemination

Department of Education has developed scholarship implementation guidelines. Schools were supposed to use such guidelines while distributing scholarships to students. However, the field data did not ensure that these guidelines are available in the school. A number of different practices were observed in the schools. Schools have explored their own meaning about the scholarships targeting. The distribution

procedures also varied from schools to schools. These could be because of absence of guidelines in schools.

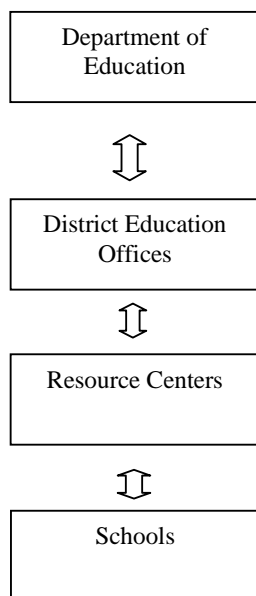
From such situation, schools received the flexibility in scholarship management, but the actual meaning of scholarship as envisioned in the program was not implemented at the school.

Guidelines were not made available to schools, however they were simply provided information about the dissemination of programs and their implementing modalities. It was assumed that school stakeholders received information with regard to the scholarship program. But in actual practice, it did not happen. Similarly, it was also envisioned that a two-way information flow will be there simultaneously. Sending guidelines and instruction to the lower units of implementations was one aspect. The other was providing them opportunities to enquire about the scholarship management to higher authorities. But in practice the implementation appeared differently as given below in the flow chart.

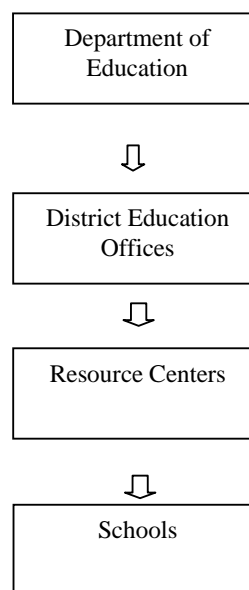
Figure 6.1

Assumed and performed information flow system

Assumed information flow system



Performed information flow system



Hence, gaps were observed in the flow of information from higher authorities to schools and schools rarely got opportunities to interact with the district personnel about scholarship program.

Lack of Participation in Program Design

Scholarship policies and programs were developed at the Ministry of Education (at the national level) with little consultation among school stakeholders.

In the field, head teachers complained that they were not consulted while designing the programs. Their feedbacks were also not taken seriously.

Hence, the gap in the actors' participation or involvement in program design was observed.

As in above, participation of school stakeholders was considered but in practice it did happen a little.

In a sum up, the gaps in the program level were found as,

- a) ineffective targeting and coverage,
- b) unavailability of guidelines and their dissemination, and
- c) inadequate participation of actors involved in the management of scholarship.

Implementation Level Gaps

The study in the system theory helped to understand the different components of program implementation. For effective implementation of scholarship program, strong information base, adequate capacity and effective systems are necessary. Because successful implementation is very much dependent on inputs, process and outputs (Sapru, 2000). Several gaps in the scholarship management were simply created because of weak functioning of system.

There was a difference in the actual quotas needed and supply to the schools. Scholarship distribution faced the problem of actual needs, but inadequate quotas were provided to them. Providing quotas to schools was input for schools.

The data used for planning scholarship and distributing it to students did not match each other. DEO disbursed the scholarships amount to schools based on the last year's flash reports data. But schools were instructed to distribute the scholarship based on the current year enrolment. The student number in the current year may be more than the last year or vice versa. Such situation created problems in the scholarship distribution. The problem is severe, if there is sudden increment of student enrolment in the current year as compared to the previous year. If student number decreases, there is a chance of misuse of such scarce fund.

The scholarships are distributed based on the Dalits, girls and disability criteria. In practice, schools have provided scholarships to other students who do not

fall within the above criteria. Schools used different criteria than envisioned in the program. Hence, one gap was observed in the selection of eligible students for scholarship. Similarly, the distribution time and decision making process also differed from one district to another and from one to school to other.

Delayed release of fund was observed in the schools. In line with my finding, Bista (2004) also identified delayed fund release to schools. In the filed, I have found the situation of fund flow from Department of Education to District Education Offices to schools as follows.

Table 6.3

Scholarship Distribution Timeline in Study Schools

Schools	Received fund	Time taken to select students	Distributed scholarship to students
A	Second trimester (January and February)	March	March
B	Second trimester (January and February)	February	February
C	Second trimester (January)	February	February
D	Second trimester (February and March)	March	March
E	Second trimester (February and March)	March	March
F	Second trimester (March)	March	March

(Field Data)

I gained insight from the above table that schools received fund lately. School did not take more than a month to process the scholarship at schools. Hence, there was a gap in the timely fund release to schools. The other gaps were absence of implementation plan, differences in assumed and performed roles, weak participation of actors and no provision of taking support from other agencies.

Absence of Implementation Plan

Implementation plan includes services that are aimed to deliver to the beneficiaries in set time with defined set of procedures from different institutions.

But the field data hardly support the timely delivery of scholarship to schools. Timeline for scholarship distribution was not given in the DOE guideline, giving much more flexibility to schools in this regard. Thus, schools distributed scholarship to the students at the end of school academic year, before the exam. This was also found by Bista (2004). He claimed, "children receive money at the end of school year because the budgeted funds were never released in time" (P iv). I did not focus my attention to explore whether the scholarship should be given in the beginning of school academic year or at the end of the academic year. However, schools used to distribute the scholarships on a specific day such as parents' day and or some other occasions auspicious to the education sector.

Hence, the delayed distribution could be because of absence of implementation plan. Other reasons for them could be partly because of delayed fund release from district education offices, partly because of absence of implementation and partly because of weak accountability mechanism in the whole scholarship management.

Weak Accountability because of Undefined Roles and Responsibilities

Creating organizational units and assigning personnel with the information and authority, coordinating personnel resources are necessary pre-requisites that needs to be considered before, while and after implementation (Sapru, 2000).

The different institutions under the Ministry of Education have been made responsible for the delivery of services (scholarship) to the beneficiaries. Ministry of Education is made responsible for policy formulation whereas implementation

responsibilities go to the Department of Education. For the effective service delivery, DOE has developed guidelines by specifying the roles of different institutions under its jurisdiction.

However, scholarship guideline did not explicitly define the roles of school level stakeholders. Not mentioning the roles specifically in the guideline gave authority schools for defining their roles themselves. Therefore, differences were observed in practice. The role division was very much depended on the attitude and leadership styles of head teachers.

Each institutions under the ministry were just reallocating the scholarship quotas and amounts to their lower level units. Hence, not making role clarity among actors created problems accountability in scholarship management.

Weak Participation of School Stakeholders

The participation of school stakeholders is crucial for making scholarships program more effective. The level of participation depends upon the level and extent of awareness on the purpose, use and benefits of scholarship programs.

In terms of participation in program implementation, mixed practices were observed. Mostly, head teachers considered it as their primary responsibility.

SMCs were relying on the information provided by the head teachers. A very few discussions were carried out while selecting the eligible students for scholarships. They did not focus on the information base for the distribution of scholarship and rarely monitors on their proper utilization and distribution to the recipients.

By provisions, teachers have not direct roles in the management of scholarship programs. But in reality, the class teachers were making responsible for the management of scholarship program at the school level by assigning them to provide circulation of the notices to their respective classes, instructing the students for

informing about it to their parents and orient students for the use of the scholarships. In this case, teachers were the key personnel to prepare the strong information base because they keep personal contact to the students and even to the parents.

Hence, weak or poor participation of actors in implementation did not ensure the effective implementation of a program.

Less Mobilization of Concerned Agencies

Designing scholarship program falls under the responsibility of Department of Education. However, support in the implementation other than education authorities such as, local government, private schools, separate agencies could be beneficial.

Schools were found main implementing unit with the sole responsibility for the distribution of scholarships. Head teachers considered their sole responsibility and others have considered less. Other agencies apart of schools did not get a chance to participate in this whole process of scholarship management. Their support could be instrumental in maintaining transparency, monitoring and advocating people at mass.

In the present context, schools have not provided adequate attention to ensure the participation of school stakeholders which has positive effect for ensuring the transparency in the management of scholarship.

Hence, gaps in implementation were broadly identified on the delayed fund release, absence of guidelines and instruction on time, weak mechanism of information processing. Specifically, the implementation level gaps were identified as below;

- a) absence of implementation plan which was envisioned that every school prepare and follow but in practice no plans were observed,
- b) ideal roles of different institutions but in practice it did not happen,
- c) participatory roles of actors but in practice one way flow was observed.

Monitoring and Follow up Level Gaps

The guidelines developed by the Department of Education clearly assigned monitoring roles of Regional Education Directorates, District Education Offices, Resource Centers (RCs) and School Management Committees.

As given above, all these institutions were performing the roles of providers. DOE distributed the scholarship amount on the basis of set criteria and flash report to the DEOs and, ultimately from DEOs to school on the basis of available quotas. School management committee distributed the available quotas to the students. Roles were fulfilled from supply perspectives, not so much caring about the demands of the lower institutions.

Monitoring of the scholarship program was observed as one of the weakest parts of the program implementation cycle. Weak monitoring was also found by other studies. In this line, Bista (2004) mentioned about the weak monitoring and supervision of scholarship programs. As identified by IIDS (2004), monitoring of the performance of student who receives scholarship was almost non-functioning.

Monitoring was weak even within the schools by head teachers. Discussion among teachers rarely happened. Scholarship became agenda of the teachers' meeting and ended with the selection of students. Schools simply followed the process they had used in the previous year. Schools' scholarship management was not monitored by Resource Persons. Similarly, monitoring agendas were seen in less priority for Resource Persons, School Supervisors, and District Education Offices because their records were not found in schools' minutes.

There was also weak mechanism in reporting of the progress to district education offices. Principally, schools have to provide report with respect to the

scholarship management once they are distributed. But in practice, no school prepared such report.

Hence, gaps were also observed in monitoring. The internal sharing among school actors, interactions, displaying information on notice board could be relevant in this process. But these were lacking in the schools.

Summary and Conclusion

In this chapter, gaps were identified in terms of policy level, program level, implementation levels and monitoring and follow up levels. These gaps were created because of other several shortfalls in the scholarship management.

Strengthening the institutions that manage and deliver education services is crucial for the effective management of scholarships at school. Despite several efforts, gaps were still persisted in the system. Addressing or mitigating the effects of gaps require multi-pronged and context specific strategies. These directions have been discussed in chapter VIII.

CHAPTER VII

FINDINGS AND DISCUSSION

In chapter V, I have analyzed the scholarship management at schools. Based on this analysis, I have explored gaps in the scholarship management in chapter VI. The aim of this chapter is to draw findings from the review of literature and field data as well as discuss the findings with the already identified and established knowledge, and theoretical perspectives. The discussion occurred in this section also leads to the drawing of conclusion of each of the findings. The findings of this study are linked with the research questions given in the chapter I of this study.

There were four research questions in this study. In the following sections, I have discussed my findings on the basis of these research questions. Let me begin with the first research question, which was related to the process of scholarship management and actors' involvement.

Findings in the Process of Scholarship Management

With regard to the process of scholarship management, I have categorized the findings into two categories; process of scholarship management at school and involvement of school stakeholders (actors' involvement) in the management of scholarship.

In the process of scholarship management, schools were found to be adopting a number of different practices. These practices vary from one school to another. Varying practices occurred in schools could be because of different understanding about scholarship and its management, absence of guidelines and weak monitoring.

Despite the priorities given for scholarships in the plans and policies, implementation aspects were observed poorly functioning. Poor functioning produced less satisfactory result. Poor implementation of scholarship management at schools were affected by several aspects such as, delayed distribution of scholarship amount to eligible students (implementation), unavailability of scholarship management guidelines and instructions at schools, initiation of local criteria to distribute scholarships rather than using the centrally derived criteria both in terms of selecting students and amount given to the selected students. Another critical problem making the whole scholarship process less effective was almost no follow up of the program at the school level. Like wise, there was no system of monitoring the use of scholarship amount by the students.

Reflecting my findings against earlier studies (UNESCO, 2006; DOE, 2007), I came to know that this study reiterates the delayed implementation of scholarship at the school remained one critical problem. Furthermore, I could find that the scholarship guidelines, instructions and budget reached lately to schools from district education offices. Late delivery of these inputs was one aspect whereas the process within the school was another aspect. My concern was also to assess the process within the schools. With this concern I found that the delivery of inputs affected the whole process of scholarship management within the schools and the rigidity in the criteria, the absence of guidelines and instructions at the schools also compelled them to design and use the local criteria for scholarship distribution.

As given in the structure of Ministry of Education, schools are located at the bottom of the whole structure. The authority to formulate and design policies and programs always remains in the ministry and practiced with less involvement of the bottom agency of the structure (CERID, 2003). Centrally prepared programs were

delivered to the lower levels of the structure with almost non-flexibility to them in implementation. Apart from the policies and program development, authority and fund also flow from ministry to the school, thus, creating hierarchy within the system in terms of use of power and authority. Situating at the bottom of the structure, school, however, is the implementing agency or unit of scholarship programs implementation. Thus, the problems in the process were created because of 'social actions' and 'structuration' as argued by Giddens (2004).

With regard to the social actions, Weber believed that individuals have the ability to act freely and to shape the future. The reflection from Weber's ideas is that actors in the education system can deliver inputs on time to the schools, and structures are the simple interplay of the social actions (Giddens, 2004). The actors such as Department of Education, District Education Offices, Resource Persons, School Management Committees, are already identified in the education system, the guidelines are developed and distribution system was there. In the schools, head teachers and school management committee was functioning. The actors and structure both were there. However, problems were seen in my study schools and they could be because of actors' desire to make a change and capacity to perform the appropriate roles and responsibilities given to them.

As argued by Giddens (2004), structuration refers to the fact that our social contexts are structured or patterned; they are reconstructed at every moment. Therefore, structuration is also a reconstruction of building blocks within the system. Let me relate it with my study. Department of Education prepared the guidelines, then it was supposed to send to Districts. District Education Offices are supposed to send such guidelines to resource centers and schools (DOE, 2008). In such context, roles were not performed as specified in the documents. Hence, structures themselves

created constraints in the actions because social structure limits the activities as 'walls and the doors of the room define the routes of the exit and entry' (Giddens, 2004 p.667).

The process of scholarship management also influenced the organizational structures. Organizational structure defines formal division of job tasks, span of control, chain of command, centralization and decentralization, and coordination (Robbins, Judge & Sanghi, 2007). Organizations have impact on individuals and individuals will also have effect on organizations. Such relationship also determines the performance of an organization. So in the process of scholarship management, head teachers and schools both have important roles. From this perspective, different practices occurred in schools because of their organic and mechanistic structure. Schools with dynamism performed better than the schools with mechanistic structure. Hence, the process of scholarship management depended on the head teachers' style of working, organizational perspectives of schools and its relation with the context.

Reflecting this theoretical framework, I realized that the delivery of scholarships to students was seen very much by the individual versus organizational perspectives.

Linking this finding with the rights based approach and system theory provided me opportunity to assess the realities from another theoretical lens. Right based perspectives demands right to receive support from the state, right to participate in decision making and right to know about the policies and programs (UNICEF, 2007). The field data and information did not ensure the stated elements of rights based perspectives. Policies were some how related with the right lens, however program design and implementation did not ensure the right to receive the scholarship. It did not also ensure the right to participate in the decision making

processes. While linking the findings with the system perspectives, the inputs such as guidelines, instructions and budget were not available in time. Weak input to the system simply created poor functioning in the process. Use of locally developed criteria for selecting students represented decision taken by the lower level that suits for them.

From the discussion above, the reflection I have drawn as a conclusion is that actors' roles and responsibilities with capacity development are crucial for the timely implementation of scholarships programs effectively at schools. The increased performance of the stakeholders helps to improve the implementation of scholarships at schools and the increased capacity leads to better performance. All of these help to improve the functioning of a system, which is back bone of the service delivery.

Findings on Actors' Involvement

In the process of scholarship management, head teachers were found to be performed very active and bear sole roles. I could say that they performed dominating roles in this process. On the one hand, SMCs completely relied on the information provided by the head teachers/schools, whereas, on the contrary, teachers' roles were also very much dependent on the head teachers' style of working. Parents were neither given the roles nor invited by the schools in the scholarship management. However, they were requested to attend scholarship distribution day to receive their children's scholarship amount. Hence, they were also involved in the process of scholarship management indirectly. But they were not consulted in the selection process. Schools were just performing the roles of redistribution of scholarship amounts received from district education offices with the leading roles of head teachers.

Let me examine the above findings with the theoretical perspectives. First, I tried to see the role performed by head teachers from leadership styles, path goal

theory and site based management. Success of school functioning very much depends upon the quality of its leadership. Researches have also shown that effective schools nearly always have strong principals. Similarly, head teachers demonstrated role as a path leader. As a leader, head teacher clarifies task to be performed by removing unnecessary barriers and coordinated the task like a path leader removes roadblocks and increases the rewards along the routes. Similarly, participatory theory demands much participation from the actors. And site based management also provides authority and accountability to actors involved in the school management.

School acted as a public organization. Both the professional and bureaucratic characteristics can also be found in the schools. The bureaucratic characteristics always tend to focus on rules and procedures rather than results, and tried to maintain hierarchy (<http://books.google.com.np/books?id=8Ey7-p-v6E4C&printsec=frontcover&dq=Participatory+theory+in+educational+decision+making&hl=en#PPA47,M1>). Such hierarchy also linked with the district education offices. In authoritarian practices, the authority always remains at the top of the management and one way top down communication is practiced. The power and authority remains at the top and followers seek to acquire them. Hence, all these structural elements promoted head teachers to consider as a sole responsible agent of the government. Becoming and emerging strong leadership of head teachers could be beneficial for school as it is in school based management. But in the mean time reducing interaction with other staff members and limiting their participation in decision making could hamper the concept of mutual understanding among the actors. Hence, becoming effective leaders equally require wider participation of actors in the decision making process. Otherwise, the rise of one's role minimizes the roles of others.

In the same time, because of weak inputs such as training, orientation and exposure to the members of school management committee, it was seen for them to perform their roles as expected. There was a gap observed in the assumed and performed roles of school management committee, thus creating a vacuum in the scholarship management process. As a result, the situation prompted and motivated head teachers to fulfill the created gaps. This was also necessary for the functioning of the schooling system. Hence, highhandedness (activeness) of head teachers in scholarship management process could be partly because of attitude of head teachers (psychological aspects), partly because of capacity of school management committee, and partly because of specific roles not prescribed in the guidelines to teachers and parents.

The only thing is that roles of head teachers and school management committee have given in the Education Act, Regulations and scholarship guidelines. Teachers were not given specific roles in the guidelines. However, no rules and guidelines prohibited head teachers to involve teachers and parents in the scholarship management procedures. As argued by Grudens-Schuk and Hargrove (n.d.), participation in programs assists individuals to substitute interdependent, mutually beneficial relationships for unrewarding and dependent relationships; therefore understanding on these aspects of participation is necessary. Further they said that participatory management promotes joint decision making which provides significant degree of decision making power to all actors. Such process increases the shared feeling in the decision making (Robbins, Judge & Sanghi, 2007). The knowledge on such matters helps to carry out joint decision making. Now, the gaps in the process could be because of low level of inputs to the actors and partly because of power conflict among actors (ibid).

Another important dimension of participation is right to participate on those activities if they are designed for their benefits. Although participatory methods slow down the decision making process, it equally demands the active involvement or participation of all actors in all important decisions. Its strength is that it binds individual to the group through their active involvement in all decisions. In the context of my study, participation or involvement in the scholarship management has not been seen from the perspectives of right to participate in the decision making. Therefore, the gaps on the understanding of scholarship management have created because of low participation of actors in decision making.

Hence, actors' active involvement and participation in making decisions help to increase ownership and awareness in scholarship management. Both awareness and ownership help to implement scholarship program smoothly. It also increases transparency in the scholarship distribution procedures. Thus, for expediting implementation, the participation of actors in the implementation is crucial.

Findings on the Perceptions of School Stakeholders on the Effectiveness of Scholarships

Exploring the perceptions of school stakeholders was another research question of this study. By providing due priority to the scholarship programs, every year government has invested a huge amount of money for providing scholarships to the targeted groups. Budget were allocated and spent on developing and disseminating scholarship guidelines. However, head teachers and other stakeholders did not receive such opportunity. SMCs relied on the information provided by the head teachers. Parents believed that scholarships are only for poor children. They are seen scholarship as right for them because it is for poor. Although scholarship amount is very low, parents

and other actors see the value in this little money. Students and parents both were motivated towards the provisions of scholarships.

With this understanding of meaning of perceptions and school stakeholders' ideas about the scholarship management pushed me to see the situation with the already established knowledge. As highlighted by UNICEF (2007) on rights based approach to education, poor and disadvantaged groups deserve the right to receive support from the state. Review of international experiences in the earlier chapters (Chapters II and IV) of this study also reiterated that incentives/scholarships are provided to increase access and retention of targeted students, and to enhance learning of such targeted groups. Therefore, scholarships/incentives were targeted mostly to address the problems created by poverty and partly to other problems. Such provisions are given in the Government policies, plans and program documents. But these annual program and budget documents generally do not create legal obligations to the government for ensuring the scholarships to the targeted groups. Therefore, my stand point in this regard is that scholarship programs did not come into effect from the rights based perspectives. Only a few parents saw scholarships as a rights-based perspective, however majority of them did not see them as right. Scholarships in developing countries were also provided from welfare or subsidy concepts (Mahmud, 2003) not from the concepts of right.

I also tried to link the provision of scholarship with the concepts of welfare state 'in which the government plays central role in reducing inequalities within the population through the provision or subsidization of certain goods and services' (Giddens, 2004 p.332). The concept of welfare state includes civil rights, political rights and social rights. Giddens (2004) further mentioned in this regard,

The right of citizens to economic and social security through education, health care, housing, pension, and other services became enshrined in the

welfare state. The incorporation of social rights into the notion of citizenship meant that everyone was entitled to live a full and active life and had right to a reasonable income, regardless of their position in the society (p.333).

With the above ideas, the welfare states aim to provide universal benefits to targeted groups, which are considered as a right to be equally enjoyed by all regardless of income level or economic status. The scholarship in Nepal is not solely targeted to the children of poor families therefore it is difficult to relate the provision of scholarship with the concepts of welfare schemes.

I also examined the literature against the principles of justice. As per the Oxford Dictionary of Sociology, justice can be seen in merit, entitlement, equality of outcomes, equality of opportunity, need and functional inequality (Marshall, 2005). In the international context, incentives/scholarships to the targeted groups are provided based on any of the above principles. As per the policy provisions, scholarship in Nepal are entitled to the perspectives of gender, ethnicity, disability, and geography, but mostly neglected concept is the concept of poverty. For translating such policies into actions, these groups deserve the right to receive scholarship. But the field data does not support the ideas of principles of social justice. Instead of principle of social justice, I found 'popular culture' from the government by providing scholarship to all dalits, 50 percent of enrolled girls, disabled children and other marginal group children.

At this juncture, I have also tried to link the locally evolved criteria and existing procedures of scholarship management with the concepts of 'debureaucratization and adhocracy" (Giddens, 2004). The concept of debureaucratization is the gradual decline of Weberian style bureaucracies whereas adhocracy represents common working styles, changing functions of organizations

and working together on discrete project or to solve problems. My reflection says that if we strengthen the locally evolved criteria and procedures that may suit to solve the particular problems situated at the local level, it enables us to see the alternatives for scholarship management at schools. The question of school autonomy and school-based management may also help to solve the local problems (NPC, 2002). The main concern of these views is that how much a system can give flexibility in the scholarship management at schools.

With these notions, I came to know that scholarship in Nepal evolved from both partly the perspectives as a gift from the government and partly right to receive for ensuring the education of targeted groups' children. However, the head teachers who have been playing key roles at the school level in the implementation of scholarship programs have been guided by their own understanding and local situation and less by the state policy and strategy. School actors have developed their understanding based on their perceptions because perception depends upon the knowledge these actors have, culture they possesses, and capacity they do have (Robbins, Judge & Sanghi, 2007), and perception and orientation/capacity development are inter-related. And, yet the other stakeholders of education were not provided adequate information with regard to scholarships purpose and rationale, therefore they have only views about what they do know and what they expect. Hence, the intended outcomes of the scholarships have diluted without communicating the actual meaning to the stakeholders. Even at this situation I found that the stakeholders had perceived it as a right but found their role passive as a receiver.

Findings Related to the Gaps in the Scholarship Management at Schools

This study was also focused on identifying the gaps in the scholarship management at schools. During the field, I found several strengths and opportunities in the current scholarship programs and their management at schools, however, gaps in the several aspects of scholarship management were also equally existed.

There were gaps related to the policy, programs, implementation and monitoring levels. Firstly, the scholarship related policies were not developed from the rights based perspectives. Frequent changes have also occurred in scholarship policies causing problems in understanding and effective implementation at the local levels. The poor information base has also created problems for designing appropriate and relevant policies and programs. The capacity of the system was also not taken into consideration while formulating and designing policies and programs. And, no or weak participation of stakeholders while formulating the scholarship policies was also found limited involvement in program implementation.

The little consultation with the stakeholders and their participation in policy formulation process linked with the concepts of elite theory of policy formulation, where only elite groups took part in. Such policies only carry the values of these elite groups. Therefore, context and need analysis is required before formulating policies. The implementation procedures and mechanism including incentives to implement policies are required. Less involvement of stakeholders and absence of incentives to implement policies certainly affect the whole process of scholarship management at schools. Limiting orientation and interaction with limited number of government bureaucrats does not promote the understanding on scholarship matters by different groups of stakeholders at the local level.

According to policy cycle, policy formulation is the development of effective and acceptable courses of action for addressing what has been placed on the policy agenda. Therefore, effective formulation means that the policy proposed is regarded as a valid, efficient, and implementable solution to the issue at hand. Since the policy was seen as ineffective or unworkable in practice, there is no legitimate reason for its successful implementation. This means policy analysts try to identify effective alternatives with political and technical feasibility.

The causes of weak implementation of policies in the field could be because of formulating the policies without giving adequate consideration on the above aspects. To make policy cycle more effective, the feedback and suggestions from the school stakeholders was required to increase ownership on the developed policy.

Similarly, some gaps were also found in the design of a program. Program design in terms of sustainability, coverage, targeting and flexibility in implementation are the measures directly affecting the effectiveness of implementation. Before expanding programs to mass scale, pilot study is necessary. According to Sapru (2000), it involves developing and pursuing a strategy of organization and management to ensure that the policy process is completed with the minimum of delays, costs and problems.

But in the field, the scholarship amounts were fixed as lump sum basis. The government has neither declared that it is for fulfilling the stationeries costs nor it was just for bearing the indirect costs. In this situation question arises, how can we relate it with the subsidy to the poor family from the welfare scheme? In such context, the scholarships in schools to students are provided partly with the concepts of right to some targeted groups and partly to the subsidy for poor people. But using populist scheme had diluted both the effects of scholarships.

Relating to the above field understanding I tried to understand Marshall's (2005) three types of involvements of members in the process. These involvements are alienative, calculative and morale, which help to increase negative to positive feelings among participants. In the field data, I found that parents felt that they are outsiders of the whole process. Once schools involved them in decision making process, then they started to feel insiders of the process.

Going back to the analysis made in the earlier chapters, it's critical that all parts of the system need to continue to exchange feedback in order to function effectively. This is true no matter what type of system prevails. When planning get input from everyone who will be responsible to carry out parts of the plan, along with representative from groups, who will be affected by the plan. Of course, it will make them responsible to review and authorize the plan. There I saw a gap in the participation of actors while formulating plans. Stakeholders neither provided feedback in a written form nor got a chance to participate in the planning cycle.

Similarly, major gaps in the scholarship management were found from the weak implementation of the scholarship program against its envisaged plan. I realized that weak implementation is the byproduct of delayed inputs in the system, weak dissemination, absence of implementation plan, vague and ambiguous roles of institutions and weak accountability mechanism.

Let me relate the implementation with the accountability mechanism. This mechanism says that a system for the implementation of scholarship program is there, but it lacks accountability. In order to build the accountability (regularly review who's doing what and by when?), plans must specify who is responsible for achieving each result, including goals and objectives. This portion demands that dates should be set for completion of each result, as well. Responsible parties should regularly review

status of the plan. They should be sure to have someone of authority "sign off" on the plan, including putting their signature on the plan to indicate that they agree with and support its contents. They also should bear the responsibilities in policies, procedures, job descriptions, performance review processes, etc.

Implementation at the school also depends upon the management practices at the schools and leadership of head teachers. For this decision making at school in scholarship management can be linked with the concepts of school based management. This decentralizes decision making on scholarship management by transferring authority and resources from higher level authorities to unit of implementation. School thus is the unit of scholarship program implementation and it requires authority for making its decision on criteria of students' selection.

Scholarship program implementation demands interactions and consultation among key actors. From effective implementation, two sorts of benefits can be achieved. First, students are the direct beneficiaries of the programs. The scholarship money could provide support to the schooling of recipient students. Second, involving all actors in decision making process increases awareness among them. Hence, becoming implementation weak means that producing low outputs which certainly have adverse effects on the stated purpose of scholarships.

At the end, gaps in the monitoring and follow up were also observed. The school stakeholders' perception was that monitoring should be carried out only by the higher authorities. School stakeholders were found little aware about their roles in monitoring of the programs. Stakeholders considered that only visiting schools was only the means and mechanism of scholarship monitoring. The school records did not demonstrate the visits made by Resource persons or other officials from district

education offices. Then the questions come who monitors, for what purpose, by when, who should participate etc.

Reporting is also an integral part of the monitoring that provides knowledge on the effectiveness of program design and implementation status. The field data provided information on the poor record keeping. The analysis of data with regard to scholarship was not made. The feedbacks to the higher authorities and scholarship recipient students were not performing. Schools did not demonstrate report on scholarship management either half yearly or yearly. One of the reasons behind the lack of all these aspects could be attributed to the inadequate capacity of school stakeholders or because of weak accountability mechanism.

Preparing report is providing status on the use of scholarship money on intended purpose. In the documents, it was envisioned that in each trimester the progress would be reported to district education offices. However, practices were different. The weak monitoring and reporting denotes the weak accountability structure as mentioned earlier.

Summary and Conclusion

The main aim of this chapter was to discuss the findings of the study with the research questions. During discussion, I have tried to establish linkage with the theoretical perspectives, literature, field data, and my own reflection drawn from both the field data and literature. Discussions were carried out on three main themes of research questions, such as process of scholarship management, actors' involved in scholarship management, perceptions of stakeholders and gaps in scholarship management in the schools.

Discussions in this chapter provided me with insights to uncover the underlying root causes of the gaps in the management of scholarships at schools.

Based on the discussion with the field data and my own reflections, I have tried to draw conclusion and some possible measures in the coming chapter (Chapter VIII). The possible measures will help for removing the persistent gaps in the scholarship management.

CHAPTER VIII

SUMMARY, CONCLUSION AND DIRECTIONS

This chapter includes three major aspects of this study. These were summary, conclusion and directions for the future. Based on the reviews and discussions in earlier chapters, I have tried to briefly summarize the whole research process in this chapter. Then, I have drawn conclusion based on the review of related literatures and studies, findings and their discussions, and my own reflections in the whole research process. At the end, I have identified some possible measures for further improvement in scholarship management and researches needed in this area.

Summary

This study includes eight chapters. I have tried to explain the purpose of scholarships and problems persisted in the area of its management that motivated me to carry out this research. Then, I have outlined briefly on why problems are created in the scholarship management and, then, I have prepared four research questions on process of scholarship management, actors involved in this process, perceptions of school stakeholders and gaps in the scholarship management. At the end of this chapter, I have given rationale to carry out research in this topic and delimitation of my study.

In the second chapter, I have reviewed rights based approach to education framework, system theory and other related theories which were used in this study. The review of relevant literatures in scholarships/incentives was also included. The studies conducted both in the national and international contexts were also reviewed. In this line, some practices were also studied. Review of policies with regard to the scholarships/incentives was also briefly reviewed.

I have used qualitative research approach in this study. Because of my limitation, my study confined with the six community schools located in Kathmandu Valley and Kavre district. My informants were head teachers, teachers, parents, students and members of School Management Committee. I have used open ended unstructured interview schedules with them to uncover the reality of the research questions. Document analysis was also carried out. In the study, I carried out triangulation (theories, literature, field data and my own reflection). As one of the bureaucrats, I have followed ethical guidelines and tried to maintain validity in my study. All these aspects were given in chapter III.

Chapter IV includes review of scholarship programs both in the national and international contexts. At the national context, scholarship/incentive programs in periodic development plans, education commission reports, scholarship policies and programs in the present context were reviewed. Then, scholarships/incentives in selected countries were also reviewed. The comparative study helped to identify the similarities and differences in scholarship/incentive programs and their management.

Scholarship management practices with regards to the research questions were given in Chapter V as scholarship management at schools. The field data were provided in different thematic areas such as understanding of scholarships, implementation of policies, scholarship distribution procedures, actors of scholarship management at schools, policies and programs dissemination practices, and perceptions of school stakeholders in the provision of scholarship and management. In this chapter I have also explained on the assumed and performed roles of school stakeholders with regard to scholarship management in schools.

Based on the data presented in chapter V, gaps in the scholarship management were identified in chapter VI. Such gaps explored discussion between field data and

review of theories, literature and studies as well as practices occurred in international contexts. For making consistency among gaps, these were grouped in the four different themes. These are policy level gaps, program level gaps, implementation level gaps and monitoring and follow up level gaps.

Chapter VI includes the findings of the study with regard to the research questions. These findings were discussed with the different theoretical lenses, field data, related studies and literature, and my own reflection. Such discussion helped to draw conclusions of this study and future implications.

At last, but not the least, chapter VIII provides summary of the whole research, conclusion based on the discussion on the findings and future directions for further improvement and further studies to generate new knowledge.

Conclusion

The main purpose of this study was to explore the local understanding and practices on scholarship management. To fulfill such purpose, I have prepared four research questions and employed qualitative research approach. I have used mostly the rights based approach to education and system theory in this study. In addition, I have also used school based management, path goal, bureaucracy, structure and actors, and management theories. The conclusion of this study with regard to the research areas/themes were identified as follows;

Table 8.1

Conclusion of the Study

Research areas/themes	Findings	Conclusions
Process of scholarship management	Delayed distribution of scholarship, no availability of guidelines, Little participation while selecting students, however mixed practices Use of centrally developed criteria, schools' own criteria and mixed of both two criteria, Stakeholders were found largely unclear on the purpose of scholarships,	Affected on the achievement of stated objectives of scholarship, Low level of participation, less effectively implemented, Create confusion among school stakeholders, Initiation of better practices as school levels,
Actors involved in scholarship management	High handedness of head teachers, Teachers' roles were not clear and specific, however, they were involved in the process, SMCs' roles were clear but performing little, Unclear roles of parents and students,	Low level of participation of school stakeholders, Weak ownership in the scholarship programs, Inadequate collective ownership, Strengthening school based management,
Perceptions of school stakeholders in scholarship provision and management	Head teachers were found clear on scholarship but not so clear on their purpose, Teachers were little familiar and the same with SMCs, Parents and students were found indifferent, Most of the school stakeholders have taken scholarship as a gift, except few parents (they claimed that this is for us because we are poor)	Affected on the achievement of the desired results, collective ownership and participation of stakeholders, Inadequate efforts for ensuring the participation of stakeholders on designing and implementing scholarship policies and programs,
Gaps in scholarship management	Policy level gaps, Program level gaps, Implementation level gaps, Monitoring and follow up level gaps,	Inadequate and insufficient efforts while designing scholarship policies and implementing programs, Affected on the development of feeling of ownership, Less effectively implemented,

The capacity development of actors in scholarship management is important because performance and capacity are related. Clear roles and responsibilities with

increased capacity could help for the timely implementation of scholarship programs effectively at schools.

Similarly, actors' involvement and participation in the process of scholarship management help to increase ownership and awareness, which ultimately leads to increase transparency in the scholarship distribution procedures.

Use of participatory management, discussions and interactions on scholarship purpose, use and implementation modalities could also help to increase understanding of the programs. Different strategies on dissemination of scholarship policies and programs help to increase awareness among school stakeholders.

With the concepts of school based management, implementation flexibility at the school levels helped me to conclude that there are local solutions to the national problems of scholarship. It means for making scholarship management effective at schools, the considerations are required in the whole process of policy making to implementation and reporting which ends up with the provisions of benefits to the students. I also concluded that making effective policy cycle helps to ensure the achievements of intended objectives.

Future Directions

The scholarship schemes are seen productive in satisfying larger demands (IIDS, 2004). However, as a result of further dividing the small amount of scholarship money to the beneficiaries is the hardship to the parents. As a populist scheme, it is easier to distribute the available resources amongst all the needy students in an average amount. But it needs to be considered whether the effect of scholarship also gets diluted from such provisions. Because of inadequate monitoring and follow up support, I have not received the hard and fast rules as to what should, could and would be done. Willingness and determination of doing populist actions to increase school

enrollment and retention have proved to be productive among these schools, but its long term consequence should be considered.

The gaps in scholarship management identified in the earlier chapter (Chapter VI) were created because of problems in the systematic aspects, policy formulation aspects, program design aspects, implementation aspects and monitoring aspects. In this context, a number of locally evolved practices were also observed. There is a need to strengthen such practices by providing authority and resources to make decision on scholarship management at schools. Scholarship is functioning as a system but not a way to improve it by focusing either only in inputs, or processes or out puts. Therefore, holistic perspectives that includes reform in policy, program, implementation and monitoring need to be considered for making scholarship management more effective.

Based on the discussions on the gaps in the scholarship management, I have drawn some insights that will be beneficial for improving the effectiveness of scholarship management at schools. The experiences were also grasped from international contexts. There could be other several indirect implications too. However, gaps in the scholarship management have direct implication on the institutional, implementation and ideological aspects. Therefore, adequate considerations are necessary in all these aspects for the improvement of scholarship management.

For improving the consequence created by institutional, operational and policy lapses I have come up with the following alternatives.

- a) strengthen existing institutional arrangement: This can be carried by making through analysis in the existing system, which can provide insight for the further improvement.

- b) involving other agencies in the scholarship management: As it was in other countries, such as involving local bodies and private schools (like in Colombia), creating specific agencies (like in Mexico), involving NGOs (like in Bangladesh), making partnership with other social sector ministries (like in local government in Brazil).

Similarly, for the improvement in the implementation/operational lapses, several factors need to be considered. The following could be the alternatives in improving the operational modalities;

- a) provide flexibility in program implementation such as providing authority to select students by employing local criteria, time for scholarship distribution, even scholarship money as per the poverty status etc.
- b) prepare strong information base both at the local (school and local bodies) and national levels.
- c) develop capacity (individual, organizational and systemic) of school stakeholders to plan, implement and monitor the scholarship matters.
- d) clarify roles in guidelines for all school stakeholders to assign responsibilities.
- e) use refundable scheme, create revolving and endowment fund at both the national and local levels (at least in Village Development level) through the provision of government support, support from district, and through donation and other schemes.

Likewise, the problems created with the ideological aspects also demands some measures. The following alternatives could be considered in this regards;

- a) develop and implement schemes to support schools in poverty stricken areas, schools with more pupils from disadvantaged groups, and remote

area schools for making them able to deliver quality education, such as additional fund for such schools.

- b) develop and implement schemes to support poor households (motivating elements for households) instead of providing support to individual child, for example include maternal health check up in support package, provide cooking oil/agricultural fund, provide matching fund to households/mothers' group/use groups.
- c) develop and implement schemes to support teachers (motivating elements or incentives), such as teacher training, exposure visit, provide extra support to trained and qualified teachers working in remote, disadvantaged and poor areas.
- d) develop and implement schemes to support children of poor household specifically rather than using as a blanket approach, for example provide residential support for such children.
- e) accept and promote to implement the changing roles of service providers as facilitators and accepting rights of beneficiaries to be involved in the decision making process instead of only process focused bureaucracy through training, monitoring and follow up.
- f) formulate scholarship related policies from rights based perspectives through the wider participation of local levels/people to make it locally contextual.

The whole discussion provided me with reflection on that these have direct implication on the strengthening of system functioning of scholarship management. For achieving the objectives of scholarship programs more effectively, consideration

on policy formulation, program design, implementation and monitoring are required, taking together all components of a system as a whole.

Research Implications

Gaps identified in chapter VI demand some measures to improve the functioning of scholarship management at schools. I have summarized gaps in four different areas, such as policies, programs, implementation and monitoring. And these areas are the research implications identified in this study.

I have already mentioned about the delimitations of my study. This study was confined to six community schools in Kathmandu Valley and Kavre district. I have derived findings on the basis of realities situated in these six schools. Because of my scope and capacity, these findings may not address to all the issues of scholarship management at schools. In order to establish linkage between the rights based approach to education and scholarship, focused studies might be required. Therefore, further studies help to generate more knowledge in this area.

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ANNEXURE

Annex 1 Interview Schedules for Head Teachers

1. Name of Scholarships received in the school.

S	Names of	Sources of	Received	Distribution
N	Scholarships	Scholarships	Trimester	Quotas
			quotas	Trimester
				Quotas
1				
2				
3				

2. How scholarships are received in the school from DEO (Procedure on receiving)?
3. Have you got a letter from DEO/RC while receiving scholarships amount in your bank account?
4. Do you know scholarship distribution time?
5. If scholarships are received in a delayed manner, why such delay is taking place, who are responsible in your views?
6. Do all your students receive scholarships? If not, how do you know the number of scholarships quota? Do you know about the criteria for selecting eligible students?
7. When have you distributed the scholarships (this year/previous year)?
8. After receiving scholarship what actually you have done (this year/last year) for distributing it (please describe each steps until the amount reaches to the hands of the students/parents).
9. Could you show the decisions of SMC/Teacher's meeting made for the distribution of scholarships, if there are?

10. How many times have you distributed different scholarships?, Is this problematic for you? If yes, what problems have you faced?
11. Are there differences about the distribution steps on different scholarships or on grades or levels? (Could you show the minutes of meetings, if possible)?
12. Have you informed parents/teachers/students/SMC about the scholarships: types, nature, amount and criteria?, If yes, how have you informed them?
13. What have been the roles of SMCs, PTAs, teachers, and parents on the distribution of scholarships? (Role of each of these actors on overall decision making, on criteria setting).
14. How aware students/parents are on different scholarship programs?
15. Have you developed any additional criteria apart from DOE/DEO criteria on deciding procedures, on selecting students, on distributing scholarship?
16. Have you changed any criteria of scholarship in order to cover the local needs, such as amount of scholarship to be received by the students, number of students etc.
17. Have you distributed all the amounts of scholarships received from DEO to students? Have you added some amount from school's own budget? Have you used scholarship amount in other necessary purposes?
18. Do you think that is it the right way of distributing scholarships? If no, which process could be followed and effective?
19. Do you think scholarship distribution would be more effective if implemented by agencies other than DEO/School, if yes, which other agencies, why do you think so)
20. Do you find the DOE guideline for distributing scholarships is clear and supportive in your task of distributing scholarship or do you think they are

vague and confusing? What suggestions you would like to make to improve the guidelines (please mention specific points)

21. Do you follow any other guidelines apart from the DOE/DEO guidelines?

Which one or from which agency? Why so?

22. Do you have the practice of seeing how scholarship amount is used? If yes, how, by whom, on what frequency. If not, no felt need for seeing the use of scholarship? Why? (Is it because it is the government program or is there the tendency of 'who cares?')

23. How do the children make use of the scholarship? Are they using scholarships for their stationaries or in other affairs? If no, how do they make use of the scholarships? What can be done to make proper use of the scholarships?

Annex 2 Interview Schedules for Parents

1. Could you say about your profession/occupation (only for adult members) - to assess the economic level of the family by indirect questions like office post, sell of agricultural products, house/roof type, etc)
2. When and how did your children receive such scholarships in previous year and current year?
3. How did you come to know or who informed you about scholarships?
4. How did your son/daughter get the scholarship (ask for procedure applied?, gave interview, any other test, automatically given?)
5. How many children have received scholarship at your home? Why are they getting scholarships?
6. On what modes and installments your children are getting scholarship?
7. Who collects the scholarship amount? (the child who is getting the scholarship, father, mother, elder brothers/sisters, other adult members)
8. When have your children received scholarships? Do you think, it is delayed or not. If it is delayed, what do you think the reasons might be? Who are responsible for such delayed distribution?
9. How many children have not received scholarship at your home? Why are they not receiving?
10. Are you involved in scholarship distribution? (level and nature of involvement, if no involvement is mentioned, Do you have any idea on how scholarships are distributed? Who decides how and to whom scholarships are given?)

11. (Depending upon the level of involvement and knowledge) What are the specific problems (Distribution pattern, timely availability) as a parent? Give examples.
12. How these problems could be addressed?
13. What types of scholarship distribution strategies would benefit students of your community?
14. Do you visit your/s child's school for scholarship related purpose? If yes, how often?
15. Have you ever involved in the discussion in the community about scholarships? Do you find any differences on the amounts, modes of payment, and eligibility criteria of scholarships?
16. Do all children get scholarships? If not, why are they not getting the scholarship?
17. Any other suggestions in order to further improve the implementation and effectiveness of scholarship?

Annex 3 Interview Schedules for Teachers

1. Have you been familiar with the types of scholarships, scholarship quotas, its distribution criteria, time and amount of scholarships?
2. If yes, how do you know about the different types of scholarships? How do you receive such information – by verbal communication, reading a letter from DEO, discussing in staff meeting etc.
3. Have you ever been involved in scholarship distribution – selecting students, discussion while selecting them?
4. How the scholarships are distributed in your schools? What are the procedures or steps? Do you know about the scholarship distribution criteria?
5. How do you see your role while distributing scholarships?
6. Have you seen scholarship distribution guidelines developed from DOE/DEO? Have the scholarship matters discussed in staff meeting? Have you developed guidelines from schools?
7. Does your school distribute scholarship on time?
8. How many times has your school distributed scholarships? Do you feel any problem to distribute scholarships?
9. How students or parents are aware on scholarship?
10. How student receive scholarships (Receiving procedure by the student)
11. Do you have monitoring technique or follow up strategy on use of scholarships?
12. How do you see the parents' involvement on scholarship distribution mechanism?

13. How do the children make use of the scholarship? Are they making proper use of the scholarships? If no, how do they make use of the scholarships? What can be done to make proper use of the scholarships?

Annex 4 Interview Schedules for School Management Committee

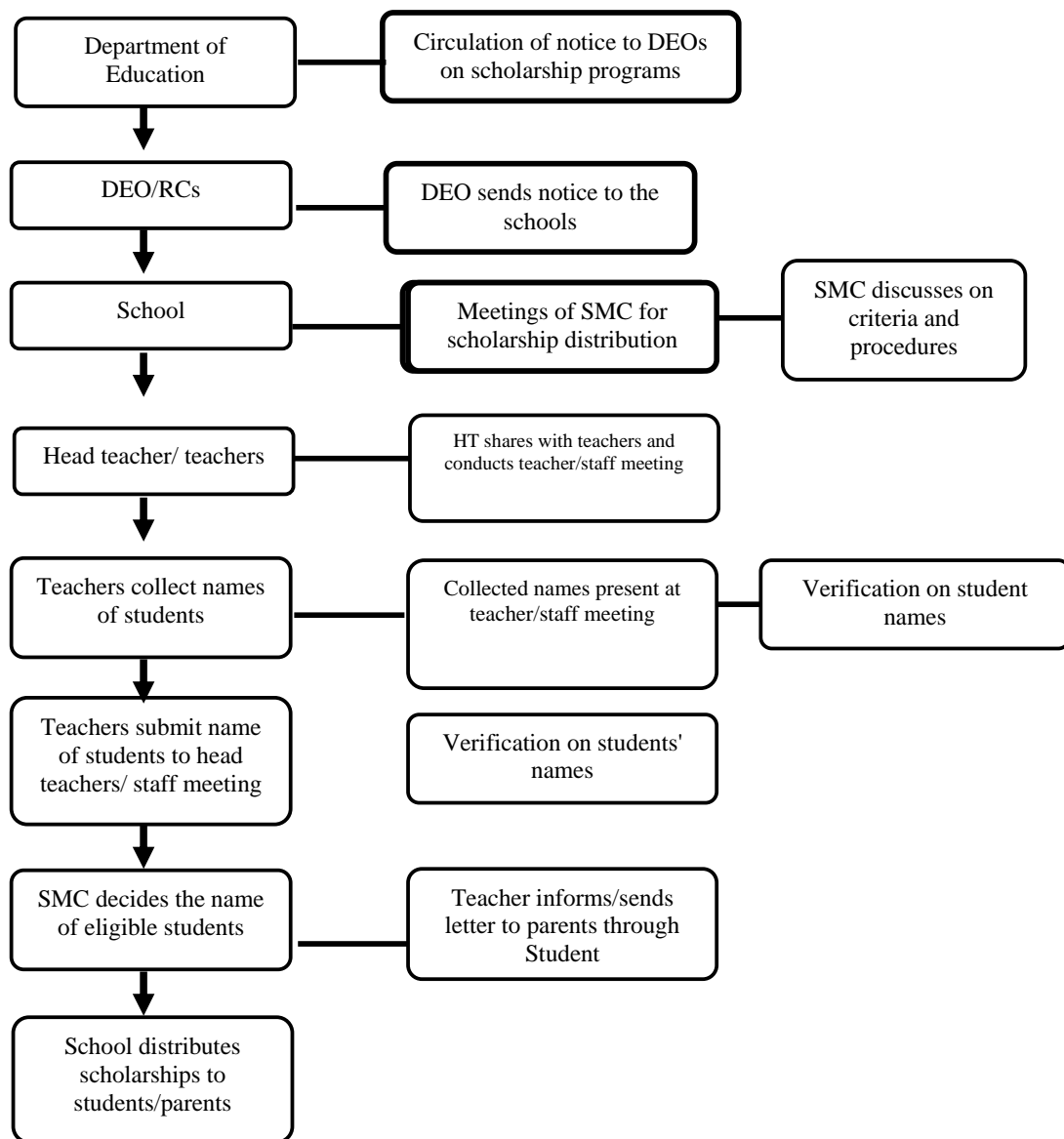
1. Have you been familiar with the types of scholarships, scholarship quotas, its distribution criteria, time and amount of scholarships?
2. If yes, how do you know about these? How do you receive such information – by verbal communication, reading a letter from DEO, discussing in meeting etc.
3. Have you ever been involved in scholarship distribution – selecting students, discussion while selecting them?
4. How the scholarships are distributed in your schools? What were the procedures or steps? Do you know about the scholarship distribution criteria?
5. Have you developed any guideline for scholarship distribution in your school?
6. Have you discussed scholarship matters – students' selection criteria, amount of scholarship, distribution time in your meeting?
7. How do you see your role while distributing scholarships?
8. Have you seen scholarship distribution guidelines developed from DOE/DEO? How do you find the guideline clear or vague? Have you developed any other guideline?
9. Does your school distribute scholarship on time?
10. How many times has your school distributed scholarships? Do you feel any problem to distribute scholarships?
11. How students or parents are aware on scholarship?
12. How student receive scholarships (Receiving procedure by the student)
13. Have you distributed the entire amount received from DEO or deducted or added? If you distributed/deducted/added, why?

14. Do you have monitoring technique or follow up strategy on use of scholarships?
15. How do you see the parents' involvement on scholarship distribution mechanism?
16. How do the children make use of the scholarship? Are they making proper use of the scholarships? If no, how do they make use of the scholarships? What can be done to make proper use of the scholarships?
17. What problem do you face while distributing scholarships – inadequate quotas, selection problems, parental pressure, lack of support from teachers, parents and others etc.?
18. How you advocate community on the types of scholarships?

Annex 5 Interview Schedules for Students

1. What is your parents' occupation?
2. Have you received scholarship? Do you know that why did you receive scholarship?
3. If yes, when did you receive scholarship? What amount?
4. How did you receive scholarship – by yourself, through your parents?
5. How many times have you received scholarship in this year? Have you received scholarship in previous year (last year)? Have your siblings also received scholarships this year? What about in previous year (last year)?
6. After receiving scholarships, where did you use the money?
7. Do your friends also receive scholarships? If not, why? Do you know the reasons?
8. Do you have any discussion with your peers about scholarships? Do you find any differences on the amounts of scholarships with your friends?
9. Have you asked with your teachers and head teachers about scholarships? Did they ask with you?
10. Can you tell me the purpose of scholarship given to you?

Annex 6 Scholarship Management Procedures (Adopted from Main Guideline)



Annex 7 Existing Information Flow System

