

UNIVERSITY FOR DEVELOPMENT STUDIES

UNIVERSITY FOR DEVELOPMENT STUDIES

EFFECTS OF THE IMPLEMENTATION OF THE CAPITATION GRANT ON
BASIC SCHOOLS' ENROLMENT: A CASE STUDY IN WAPULI CIRCUIT,
SABOBA DISTRICT

NJIMBA, NPUANLABR AMOS

(UDS/PDE/0007/13)



This project is submitted to the department of education foundation, Faculty of Education (FOE) in partial fulfillment of the requirement for the award of a Post Graduate Diploma in Education.

FEBRUARY, 2016

DECLARATION

Candidate's Declaration

I hereby declare that this project is my original research whose findings have not been presented for another diploma in this University or elsewhere and that all citations in the work have been duly acknowledged.

Candidate's Name (Njimba Npuanlabr Amos)

Candidate's signature.....

Date.....

Supervisor's Declaration

I hereby declare that I supervised the preparation and presentation of this project in accordance with the rules and regulations of the University for Development Studies (UDS)

Supervisor's Name (Dr. Agatha Inkoom)

Supervisor's Signature.....

Date.....

Re. Fr. Dr. Thomas Asante

.....

(Graduate school Coordinator, FOE)

Date.....



DEDICATION

The work is dedicated to the Almighty God for guiding me throughout my educational career.



ACKNOWLEDGEMENT

I wish to express my heartfelt thanks to Almighty God for his guidance and protection throughout my studies. I particularly wish to express my sincere gratitude to my supervisor Dr. Agatha Inkoom, for her sustained interest, aspirations, objective criticisms and guidance throughout this project. I also thank members of staff of District Directorate of Education, Saboba and entire teachers of Wapuli Circuit for their hospitality and friendly relationship during the period of my studies most especially, the circuit supervisor. Additionally, I sincerely appreciate the moral and financial support of all the members of Njimba's family. Lastly, I thank all my colleagues in Advanced Study class who provided constructive criticisms which made this project a whole for presentation to the Faculty of education.



Abstract

The capitation grant scheme was introduced by the Ministry of Education Science and Sports (MOESS) in 2004 and scale - up nationwide in 2005 with ultimate objective of abolishing all school levies which are hitherto, a hindrance for most children who want to have access to basic education. The study provided an assessment of the effects of the implementation of capitation grant on basic schools' enrolment in Ghana. It also provided an empirical platform for assessing how the capitation grant is contributing to the enrolment of pupils in the basic schools in Ghana especially in Wapuli circuit in Saboba District of the Northern Region. It used a survey to assess the opinion of district directorate of education, head teachers, teachers, circuit supervisor, and other stakeholders of education regarding the effects of the implementation of capitation grant policy on basic schools' enrolment in the district. A survey of 36 respondents within selected schools captured questions on respondents' demographics, capitation grant and pupils' enrolment, capitation grant and its successes, capitation grant and its challenges and other stakeholders' opinions. A purposive sampling technique was employed in selecting teachers from the schools under study, district directorate of education, circuit supervisor and other stakeholders for study.

Despite the 2009 capitation grant policy review and successes chalked by capitation grant policy in educational sector, the research recommended that government in collaboration with other stakeholders should increase the capitation grant fund, review the policy in regular basis to ensure its effectiveness and to solve equity problem by adopting the vertical model of resources allocation to deployed the capitation grant to basic schools instead of horizontal model.





TABLE OF CONTENT	page
DECLARATION.....	i
DEDICATION	ii
ACKNOWLEDGEMENT.....	iii
ABSTRACT.....	iv
LIST OF TABLES.....	ix
LIST OF FIGURES.....	x
ACRONYMS.....	xi
CHAPTER ONE: GENERAL BACKGROUND OF THE STUDY	
1.0 Introduction.....	1
1.1 Background of the study.....	1
1.2 Statement of the problem.....	2
1.3 Research objectives.....	3
1.3.1 Main objective.....	3
1.3.2 Specific objectives.....	3
1.4 Research questions.....	3
1.5 Significance of the study.....	3
1.6 Delimitations of the study.....	4

1.7 Organization of the report.....4

CHAPTER TWO: LITERATURE REVIEW

2.0 Introduction.....5

2.1 Educational reforms in Ghana.....5

2.2 Capitation grant policy.....8

2.3 Abolition of school fees in basic schools.....10

2.4 Disbursement and management of capitation grant.....13

2.5 Efforts by individuals and groups.....14

2.6 Review and appraisal of capitation grant.....15

2.7 Models of educational resources allocation.....15

2.8 Point of departure.....17

CHAPTER THREE: METHODOLOGY

3.0 Introduction.....18

3.1 Profile of the study area.....18

3.2 Research design.....18

3.3 Sources of data collection.....19

3.4 Ethical considerations.....19



3.5 Validity and reliability of the study.....19

3.6 Pre-testing of research tool.....19

3.7 Limitations of the study.....20

3.8 Data collection procedures.....20

3.8.1 Key informant interview.....20

3.8.2 Questionnaire.....20

3.8.3 Personal interview.....21

3.9 Sampling technique.....21

3.10 Study population.....21

3.11 Sample size determination.....21

3.12 Data analysis and presentation.....21

CHAPTER FOUR: PRESENTATION AND ANALYSIS OF DATA

4.0 Introduction.....22

4.1 Socio- demographic characteristics of the respondents.....22

4.1.1 Age structure.....22

4.1.2 Marital status.....23

4.1.3 Educational status.....24

4.1.4 Religious background of respondents.....25



4.2 Analysis of schools enrolment in Wapuli circuit before and after the implementation of the capitation grant policy.....	26
4.2.1 Enrolment of Wapuli DA primary school.....	26
4.2.2 Enrolment of Yankazia SDA primary school.....	27
4.2.3 Enrolment of Bakundiba DA primary school.....	28
4.2.4 Enrolment of Wapuli DA junior high school.....	29
4.3 The successes and challenges of capitation grant scheme in Wapuli circuit.....	30
4.3.1 Successes of capitation grant.....	30
4.3.2 Challenges of capitation grant.....	30
4.4 Sustainability of capitation grant.....	32
CHAPTER FIVE: FINDINGS, CONCLUSION AND RECOMMENDATIONS	
5.0 Introduction.....	33
5.1 Major findings.....	33
5.2 Conclusion.....	34
5.3 Recommendations.....	34
REFERENCES.....	36
APPENDICES.....	40



LIST OF TABLES

page

Table 1: Distribution of respondents by age.....22

Table 2: Distribution of respondents by level of education.....24

Table 3: Enrolment of Wapuli DA primary school.....26

Table 4: Enrolment of Yankazia SDA primary school.....27

Table 5: Enrolment of B akundiba DA primary school.....28



LIST OF FIGURES

page

Figure 1: Distribution of respondents by marital status23

Figure 2: Religious distributions of the respondents.....25

Figure3: Enrolment of Wapuli DA junior high school.....29

Figure 4: Sustainability of the capitation grant.....32



ACRONYMS

MOESS: Ministry of Education, Science and Sports

UN: United nation

ILO: International Labour Office

UNICEF: United nation International Children's Emergency Fund

FCUBE: Free Compulsory Universal Basic Education

CG: Capitation Grant

GES: Ghana Education Service

TLM: Teaching and Learning Materials

MDG: Millennium Development Goals

EFA: Education for All MOE: Ministry of Education

MOE: Ministry of Education

AACN: American Associations College of Nursing

PTA: Parents Teachers Associations

SMC: School Management Committee

SPIP: School Performance Improvement Plan

DDE: District Directorate of Education

DEO: District Education Office



GPEG: Ghana Partnership for Education Grant

UNIVERSITY FOR DEVELOPMENT STUDIES



CHAPTER ONE

GENERAL BACKGROUND OF THE STUDY

1.0 Introduction

This introduced background of the study, statement of the problem, research objectives, research questions, and significance of the study, delimitations of the study, and organization of the report.

1.1 Background of the Study

Education is fundamental to enhancing the quality of human life and ensuring social and economic progress (UN, 1997). No society can be said to be flourishing and progressive if greater part of its citizens are poor and miserable (Adam, 1976). Widespread abject poverty creates conditions in which the poor have no access to credit, are unable to finance the children's education, and in the absence of physical or monetary investment opportunities, have many children as a source of old-age financial security. Education is the basic objective of development; it is an important end in itself. It is very vital for a satisfying and rewarding life. It is a means by which human dignity is restored (Tadaro and Smith,2006). This supports the fact that education is unarguably the key to a successful life, and that is why the Government of Ghana is doing its best to ensure that school going children have access to free and quality, education in the country.

With this importance, making education available and easily accessible to everyone became the responsibility of every nation. The International Labour Office (ILO) and United Nations organization (UN) through the efforts of the United Nations International children's Emergency Fund (UNICEF) has prepared a check list of regulating social approaches that could meet the best interest of the children. The regulations of the UNICEF check list include expanding educational opportunities "time off" for standard or workplace schooling, encouraging stricter law enforcement against child labour trafficking, providing support services for parents and their children and working to develop social norms against the economic exploitation of children(Todaro,2003).

Several approaches and strategies have been used by developing and developed countries to get more children into school, including expanding school places such as new village schools and incentives to induce parents to send their children to school (Todaro,2003). In order to make education easy and accessible to all, the government of Ghana in 1992 constitution enacted free



compulsory Universal Basic Education (FCUBE) which was implemented in 1995 to provide FCUBE for children of all school going-age in Ghana to improve quality of education, demand and enrolment by 2005 (Ministry of Justice, 1992). Despite the good intention of FCUBE programme, improving quality and enrolments remained a challenge. A further step to improve quality, demand and enrolment, the government of Ghana introduced Capitation Grants (CG) in 2004 to relief parents of the burden of paying fees charged by school. Capitation Grant was piloted in forty deprived districts in 2004 and later scale-up nationwide in 2005. Currently each school receives an average of GH4.50 per child enrolled. Capitation Grant is to give schools the necessary funds to improve teaching and learning, support to needy students and introduce school based in-service training (GES, 2004)

Notwithstanding the policy of fee-free tuition in basic schools, many schools still charge levies as a means of raising funds for minor repairs, sports and cultural fees and this deters most poor parents from sending their children to school. Capitation grant is therefore, expected to serve as an opportunity to help build school level capacity and to effectively implement fiscal decentralization which is a long term goal of the government of Ghana (GES, 2004).

1.2 Statement of the Problem

The worldwide notion about education is that, quality education is a foundation for development. This has not reached many communities due to geographical locations and people's inability to afford the huge cost of education. It is against this background that, the successive governments in Ghana have introduced several approaches and strategies to alleviate this high cost of education to pave way for the people of all walks of life to access and afford basic education.

Capitation grant is a policy primarily designed to empower the schools to plan and effectively use the scarce financial resources to carry out schools' quality improvement activities. In this policy, some of the key activities include payment of sports and cultural levies, minor repairs, supports to the needy pupils, provision of teaching and learning material (TLM) and enrolment drives (GES, 2004).

Despite the introduction of a capitation grant scheme to accelerate developments in education, quite a number of children of school going-age are still not enrolled at school in most Ghanaian



rural communities. The reason is that their parents simply cannot afford to send them to school. Wapuli as a rural community is not exempted.

The research is therefore, intends to look at the effects of the implementation of capitation grant scheme on basic schools enrolments in Wapuli circuit in Saboba District of the Northern Region.

1.3 Research Objectives

1.3.1 Main objective

The main aim of this research is to examine the effects of the implementation of capitation grant on basic schools' enrolment in Wapuli circuit.

1.3.2 Specific objectives

- 1 To identify the successes of the scheme through school enrolments.
- 2 To find out the challenges of the policy in their community.
- 3 To determine the sustainability of the capitation grant scheme.
- 4 To determine the ways the scheme's support can be improved to increase students' enrolments.

1.4 Research Questions

- 1 What are the successes of capitation grant scheme implementation on schools' enrolments
- 2 What challenges do the beneficiaries observe from the implementation of capitation grant scheme in their community?
- 3 How sustainable is the capitation grant scheme?
- 4 How can the support of the policy be improved to increase schools' enrolment levels?

1.5 Significance of the Study

The study revealed whether the capitation grant scheme is worth funding. This helped ascertained the successes and challenges for re-strategies of their activities for better results. It generated public debate on the capitation grant as a means of encouraging parents to get their children enroll in



schools. The study generated relevant data for further research work in the field of capitation grant scheme and for the use of policy makers in the educational sector.

The study intended to bring to the notice of the policy makers and the community members the challenges in the enrolment and retention levels resulting from the implementation of the capitation grant scheme.

1.6 Delimitations of the Study

The study took place in Wapuli circuit in the Saboba District of the Northern Region of Ghana. The study might not cover all the public basic schools in the Northern Region of Ghana but the population selected will be the representative of the entire Northern Region. It will generalize the broad dimensions of the basic schools' enrolment situation in the Northern Region of Ghana.

Constraints are inevitable in any research work. Although, it was clearly explained to respondents that the study is purely for academic purpose, some of them were thinking that, it was a deliberate attempt to disclose information on their mismanagement of the capitation grant scheme resources. They were also not comfortable with the questions of whether they use these financial resources on other issues apart from the stated purpose. As such, some felt reluctant to disclose the information. Also migration might affect the of research. Lastly, financial and time constraints would also limit the scope and coverage of the study which will in turn limit more and better picture of the situation.

1.7 Organization of the Research

The study was organized into five chapters. Chapter one comprised of the background of the study, problem statement, research objectives, research questions, significance of the study, delimitations of the study, and the organization of the report. Chapter two entailed the literature review which focuses on what is known about the effects of the implementation of the capitation grant on basic schools' enrolment and researcher's point of departure. Chapter three involved the methodology of the study. Presentation and analysis of data constituted chapter four. Finally chapter five covered the major findings, conclusion and recommendations of the



CHAPTER TWO

LITERATURE REVIEW

2.0 Introduction

Education is the basic objective of development in that it provides individuals with the necessary skills needed to actively participate in the social and economic life of a society. When children receive good quality education they are more likely to be active participants in the economic and social development process and this is likely to translate into sustained poverty reduction (UNICEF, 2000). Many developing countries that have subscribed to the Education for All (EFA) policy and Education related MDGs have demonstrated their commitment to making basic education accessible to all. However, the critical issue facing many governments in developing countries today is how to mobilize the necessary financial resources to finance universal basic education (Inoune and Oketch, 2008). Recently the capitation grant policy emerged as one of the simplest and most promising methods of financing universal basic education. Ghana among other African countries, has taken a bold step to implement the capitation grant policy as part of its strategy to achieve the objectives of the Millennium Development Goals.

The literature is then reviewed under important themes beginning with a background of educational reforms in Ghana, capitation grant policy, abolition of school fees in basic schools, disbursement and management of capitation grant, review and appraisal of capitation grant, efforts by individuals and groups and models of educational resource allocation based on the objectives of the study and concluded with brief summary of the issues discussed in the chapter.

2.1 Educational Reforms in Ghana

Since the 1950s, Ghana's education system has gone through many reforms with the ultimate goal to improve access, enrolment and quality. The concept of making basic education free for all children in Ghana dates back to 1957 with the introduction of the Accelerated Development Plan. This plan introduced a six year free and compulsory basic education, which resulted in massive increases in primary enrolment (create, 2008). After independence in 1957, the new government led by Dr. Kwame Nkrumah, introduced the 1961 Education Act, which extended free and





compulsory basic education through an additional four-year middle school program. While the policy helped to expand access to basic education, it did not yield the desired sustained growth in access, enrolment and completion rate. In 1970 education participation suffered a major setback, leading to decline in enrolment, due to an economic downturn. In order to address this setback, a new education reform was launched in 1986 to improve access, enrolment, and quality and management efficiency. This reform led to increases in public education expenditure to ensure that adequate resources were available to increase the momentum of universal basic education. While this reform led to substantial increases in enrolment, the increases could not produce the desired results. After nearly six years of implementation, many school-aged children were still out of school (Create, 2008). To further address issues emanating from the reform, compel successive governments to pursue policies aimed at expanding basic education assess and enrolments, the 1992 constitution of the Republic of Ghana, under article 25 (1) guaranteed the rights of all persons to equal educational opportunities and facilities by ensuring free compulsory and universal basic education. Furthermore, the objectives of basic education were clearly spelt out in Article 38 (1 and 2) of the same constitution. The constitution mandated the government of Ghana to draw up a program for the implementation of free compulsory basic education within ten years after the constitution came into force (Ministry of Justice, 1992).

In the pursuit of these constitutional requirements, the government of Ghana launched the Free Compulsory Universal Basic Education (FCUBE) policy in 1995 to provide basic education access to all Ghanaians children (MOE 2003). The policy was also meant to improve enrolments, quality and management efficiency in schools. Though this policy brought tremendous improvement in education delivery in Ghana, it was not without shortcomings. Under the FCUBE policy, the government was solely responsible for setting up structures to sustain the program. These included school infrastructure, tuition, equipment, tools and teaching and learning resources. Meanwhile, parents were responsible for stationery, meals, transportation and levies; such as sports and cultural fees and other charges imposed by the PTAs. In addition, parents were responsible for partial payments of textbook user fees. The payment of levies was soon identified as one of the key barriers preventing poor households from enrolling their children in school. In order to address these issues, the government introduced the capitation grant concept in 2004 to give true meaning to the FCUBE policy (GES, 2004, Inoue and Oketch, 2008, Akyeampong, 2009).



In the year 2007 witnessed another education reform. In that year, the government of Ghana issues a White Paper on Education Reforms which outlined key policy intervention aimed at improving access and quality of education as well as accelerating Ghana's progress towards achievement of the MDGs and EPA goals. The education reforms had two key objectives. First, it builds on the commitments of the ESP as well as ensuring that high quality education was provided to children at the basic school level. Second cycle education was made more meaningful and appropriate to the needs of young people and the demands of Ghana economy (Ministry of Education, 2011). Under the new reform, basic education was expanded to include two years of kindergarten education, six years of primary education, three years of junior high school (JHS) education and four years of senior high school (SHS) (MOE, 2011). Due to the lack of consensus of some aspects of the 2007 education reform, the new government of the National Democratic Congress reversed the four year SHS to three years. The entire basic education will continue to be free and compulsory and will receive the highest priority of all sub-sectors. The overarching goal was to reach 100 percent completion rates for both males and females at all basic levels by 2015 and to achieve a 100 percent net enrolment ratio. To this end, capitation grants among other policies are key policies driving this ambitious objective.

Notwithstanding the decades of international efforts to accelerate access to primary education across the globe, many school aged children all over the world, especially in sub-Saharan Africa, are still out of school. The 2010 global reports on the MDGs indicated that the world was likely to miss the target of the MDGs goal on education because the education related indicators were far below the targeted values. Though primary enrolment continues to rise across the globe, the increases are insufficient to achieve the education related MDGs by the target date of 2015. The UN has stated that "to achieve the education related MDGs by the target date, all children within the official entry age of primary school would have had to be enrolled in school by 2009" (UN 2010 p.17). Against this backdrop, many developing countries have missed this targeted date. As of 2008, one out of primary school aged children was out of school in sub-Saharan Africa. This is indicative of the fact that the primary net enrolment ratio of sub-Saharan African in 2009 was 76 percent, the lowest in the world (UN, 2010). The net enrolment ratio of Ghana shows some mixed result. For instance, while the net enrolment ratio as of 2009 (88.5%) was higher than the bench mark of sub-Saharan African (76%), the net admission ratio (72%) of over the same period was lower than average for sub-Saharan African (Ministry of Education, 2009, UN, 2010). These

trends retrogress in Ghana's drive to achieve the MDGs. This raises the question of whether the factors militating against enrollments are merely school fees.

2.2 Capitation Grant Policy

Capitation grant is one of the simple models of educational finance used in some countries to allocate financial resources to schools. The grant is allocated to schools based on the number of students enrolled. In other words, it is a per capita allocation of financial resources to schools. In the United States, there is growing evidence that capitation grants could contribute to expanding nursing school capacity. American Association of Colleges of Nursing (AACN) in 2009 showed that capitation grants have had a stabilizing effect on past nursing shortage. The study noted that between 2002 and 2008, Congress provided capitation grants, in the amount of \$400 for each full-time baccalaureate students enrolled and \$275 each associate degree or diploma student enrolled in school of nursing to support nursing education. The effect of this policy was that enrolment of baccalaureate and graduate nursing programs in the United States rose from 153,785 in 2002 to 278,453 in 2008 representing 81% increase in enrolment in nursing programs over 6 years. The AACN concluded that capitation grant is a successful strategy for addressing nursing shortage in the United States. In 2009, the Nursing Education Expansion and Development Act (NEED), Acts 497 was introduced in Congress to increase funding of nursing education in the United States through capitation grants (AACN, 2009).

Besides United States, Ireland is among the first countries to implement capitation grants in primary schools. In Irelands, each year the Department of education and skills pays capitation grants to primary schools to finance the day-to-day running of the administration of schools. The grant is used for heating, cleaning, lighting, maintenance of school premises and provision of teaching and learning resources among others. The grant is paid to schools in two installments. The first installments (70%) are paid at the beginning of the financial year and the second installment (30%) is paid by June each year. The allocation of the capitation grants is based on the disadvantaged criteria developed by the Department of Education and skills to cater for different needs and circumstances of various schools. For instance, small schools with 60 people received





a fixed sum of €11,400 per annum whereas large schools with management boards received €190 per student per annum. Similarly, national schools maintained by the Office of Public Works received €76 per student enrolment per year. Specific provisions have also been made for students attending special classes in mainstream schools such as visual impairment, hearing impairment, profound deaf, and other similar cases that required additional budget support (Irish National Teachers Organization, 2011). The Irish model of capitation grant policy is specifically relevant to this study because it is similar to the one currently implemented in Ghana but it is more comprehensive in terms of its scope and breadth than the Ghanaian model.

In Africa, some countries have adopted the capitation grant policy following abolishing of school fees. These countries include Uganda, Kenya, Malawi and Ghana. In Uganda, the Ministry of education and sports pays capitation grants to basic schools and senior high school based on fixed and variable grants. A fixed amount is paid to schools per a child enrolled and variable grants are paid based on the government's own disadvantage criteria (MOEs, 2010; Grogan, 2008). The capitation grant model of Uganda is similar to that of Kenya. Each year the Ministry of Education of Kenya pays capitation grants of 1,020 Kenya shilling (\$15) per child enrolled in primary schools. This is part of the Kenyan government's free primary education policy background (Sawanura and Safuna, 2008).

In Ghana, the government of Ghana with the support from the World Bank under the Pilot programmatic scheme project introduced that capitation grants concern in 2004 on pilot basis in the 40 most deprived districts in the country where enrolments were low. This grant was meant to remove the financial barriers that prevented households from enrolling their children in schools and also to facilitate fiscal decentralization. During the pilot phase of the policy, beneficiary schools received an amount of GH3.50 for every female-child enrolled. This was meant to compensate the affected schools for revenue losses due to abolishing of school fees and levies. The implementation of this policy led to a 4.6% increase in enrolment in primary schools the following year in the pilot districts. Additionally, gross enrolment rate of the pilot districts increased by nearly 5% compared to an average increase of 0.2% in the non- pilot districts. There was overwhelming increases in enrolment figures in 2004 following the implementation of the policy in 2005 (World Bank and UNICEF, 2009; MOE, 2005). Apart from the pilot project, there

was no difference between the proportion of the grants to males and females. Per capita share of the grant for both males and females was GHC3.00

According to Ghana EMIS data after capitation grants had been introduced, basic school enrolments increased by an estimated 17% (MOESS, 2007). Using the similar EMIS data, Maikish and Gershberg (2008) reported that capitation grants made a particularly positive effect on enrolments in deprived areas but also added that the uneven application of the funds resulted in uneven enrolment trends among population groups and regions. According to a World Bank (2011) report on education in Ghana, the enrolment increased in the first year as a result of capitation grants was:

“almost fully counterbalanced by increasing dropouts and limits in learning outcomes..” and that, “ the effect of capitation grant on net enrolment was an increase of slightly more than 2.2%, but the effect on deprived districts was not significant given the high level dropout and prevalence of overage enrolment” (World Bank, 2011, p. 18).

This appears to be a much more accurate assessment of the effects of capitation grants as it factors in dropout and overage enrolment over the period. The issue of the effects of overage enrolment and potential dropout remain a missing element of many analyses of the effects of capitation grants on basic public schools enrolments.

Since the capitation grants policy has been running for about ten academic years now, no many studies have been carried out to assess its effects on enrolments. A study by Osei, al, (2009) examined the effects of capitation grant on education outcomes in Ghana, found no significant effects of capitation grants on enrolment in basic schools. While appreciating the empirical nature of the study, it is important to note that the study has some limitations. In the first place, the study focused on junior high schools rather than primary schools. Since the capitation grant policy scale-up nationwide in 2005, its effects on enrolment in primary schools would have been more meaningful than junior high school based on the cohort of program transition. Secondly, the study emphasized on the quality of education but the overarching goal of the capitation grant is to increase access and enrolment to education. Oseki’s study looked at outcomes with respect to basic schools certificate examination results which are associated with products of junior high schools; though junior high schools benefit from the capitation grant in Ghana, children complete six years of primary education before enrolling into junior high schools. This made it difficult to experience



policy effects on enrollment at junior high school. With this regard, more meaningful results would have been obtained if the study had focused on assessing impact of the grants at the primary schools level at that time.

2.3 Abolition of School Fees in Basic Schools

Many countries in sub-Saharan Africa that subscribed to the Un Millennium Development Goals have abolished school fees at the basic education levels as strategy to motivate the achievement of Universal primary education. As indicated earlier, fees charged in public schools have been identified as one of the key barriers to education access especially among less privileged households within many communities (USAID, 2007; World Bank, 2004). A survey conducted by the World Bank in 2001 to categorized the types of fees charged in the African region, including community contributions and PTA's dues were the most common type (81% of countries surveyed). Other fees are less common but nonetheless significant: tuition, textbooks, uniforms and other activity fees (World Bank, 2004). The literature on school fees abolition presents two main conceptual arguments. One school of thought argues that abolishing school fees will lead to massive increase in enrolment, whereas the other maintain that abolishing school fees is not a panacea to unlocking barriers to enrolment of children for school-aged.

The main arguments advanced by proponents of school fees abolition (World Bank and UNICEF) is that, school fees and other direct education related costs to households represent a significant obstacle to enrollment, especially among poor and vulnerable households (World Bank , 2009). School fees abolition will therefore make it easier and less costly for children with these challenging backgrounds to enroll in schools and eventually help in achieving some of the education related MDG goals in a country. Malawi, Uganda, Cameroon and Tanzania were among the first countries to adopt the policy of school fees abolition. Other countries in Africa that have also abolished school fees in the 2005 include Lesotho, Kenya, Zambia and Ghana (World Bank 2009). When Malawi abolished school fees in 1994, enrolment rates increased greatly at both the primary and the secondary levels (USAID, 2007; World Bank, 2009).

Likewise, abolition of school fees in Uganda led to nearly a doubling at enrolment figures in 1997. Again, when Cameroon abolished school fees in 1999, the primary gross enrolment ratio rose from 88 percent to 105 percent. Tanzania saw an even greater response, when it abolished fees in 2001 the net primary enrolment ratio increased rapidly from 57 percent to 85 percent within one year.





Similarly, when Kenya eliminated fees the following year, 1.2 million additional students entered primary school. These decisions were made in Ghana in 2005 leading to 14% increase in enrolment in basic schools that year. The most significant part of these increases was mostly among the poor and under-resourced communities where educational opportunities are limited. Enrollment of disadvantaged children, including girls and orphans, also increased thereby bridging the access gap in basic education (USAID, 2007). While these increases in enrolment are significant to development, the 2010 global reports on the MDGs showed that more than 30 million children of official school- going age are out of school. On the basis of the arguments of the proponents of school fees abolition, one would expect that countries that abolished schools fees in the early 2000s would have been more on their way to achieving universal primary education, but this is not so.

On the other hand, opponents of school fees abolition argue that merely abolishing school fees will not reduce the private cost of schooling to zero. The counter-argument presented against school fees abolition is that even when school fees are eliminated, children from poor and vulnerable households are likely to still face serious barriers to participation in education due to other direct and indirect costs of schooling. Beyond school fees, households still need to cope with other private costs of schooling such as the cost of meals, transportation, parent teacher association contributions, exercise books and other support services rendered by teachers (Fentiman, Hall and Bundy, 1999; USAID, 2007). Apart from these costs, some households face the opportunity cost of enrolling their children in school. For instance, in many agrarian communities, children are considered as an additional source of labour to supplement family incomes. Households in such situations face the tough choice of either enrolling their children in school or having their supplement labour on farms (USAID, 2007). Therefore, opponents of school fees abolition initiatives, including USAID, maintain that they are not totally against school fees abolition, but that school fees abolition initiatives should be holistic to address all barriers to education access. In other words, any intervention aimed at encouraging enrolment in basic schools should critically take into consideration the totality of other education - related costs borne by households and not only school fees (USAID, 2007). USAID observed further that abolishing schools fees although is likely to have positive effects on enrolment, might have a negative effects on the quality of education. They argue that increases in enrolment figures following school fees abolition are likely to overwhelm the available supply of schools, teachers and educational materials available within schools.



In Malawi, for instance, after the abolition of school fees, the ratio of pupils to classroom increased to 119:1. Similarly, the ratio of pupils to teacher increased to 62:1 and the ratio of pupils to textbooks increase to 24:1 (USAID, 2007). Based on the trend observed in Malawi, there is no doubt that quality of education often suffers when fees are abolished. Furthermore, communities are likely to shirk their responsibilities to the school community. In Malawi, for instance, the elimination of school fees has reduced the willingness of communities to provide voluntary support for local schools as local leaders interpret abolition of fees as central governments assumption of full financed responsibility. This is a problem because voluntary community support is a very important contribution to schools especially in the rural and deprived communities (Al-Samarrai and Zaman, 2007; Ahmed and Sayed, 2009). The above arguments indicated that barriers to education are not merely schools fees as one may think. Therefore, educational policies geared towards encouraging enrolment in basic schools should adopt a holistic approach to address all possible barriers to education access, participation and enrolments.

2.4 Disbursement and Management of Capitation Grant

As capitation grant scheme aims to provide schools the necessary financial resources to improve teaching and learning, give support to needy pupils and introduce school-based in-service training (GES, 2004). In order to access the funds, schools are required to provide enrolment figures and a School Performance Improvement Plane (SPIP) with details of how the fund will be used to achieve stated goals. The SPIP is prepared by the school head teacher and staff and is expected to be approved by the School Management Committee (SMC) to cover the whole academic year but broken down as terminal plans (GES, 2004). Funds are then transferred from the Ministry of Education and Economic Planning from the consolidated fund to the schools through the Ghana Education Service. To access the funds, schools have to submit their SPIPs to the District Directorate of Education (DDE) for approval before it is released into the schools bank accounts. Key players in managing the grants are the DDE, deputy director in charge of supervising, circuit supervisor, district accountant, school management committee, head teachers and assistant head teachers. Schools without bank accounts are expected to pick up their funds directly from the district office. At the end of each term, they are expected to submit a report of expenditure returns which accounts for the use of the grant (GES, 2004).



Research by the Brookings Institutes ((2009) showed that capitation grants disbursement often fall short of what schools expect, which made it difficult for them to execute activities that would improve quality. The report suggested that some head teachers misappropriated the grants by giving ‘soft loans’ to teachers and excluded SMCs in the implementation of planned activities. In this regard, the mechanism for delivery of capitation grants to schools should be made simple to ensure timely and proper use for improvement in quality and increase in enrolments.

Also, the study to track the distribution and utilization of capitation grants in public primary schools, the Centre for Democratic Development (CDD-Ghana) noted that there are many leakages in the capitation grants disbursement due to lack of transparency. The CDD observed that leakages are observed along the transfer chain, from Ghana Education Service (GES), through the District Education Office (DEO) down to the beneficiary schools. The CDD therefore suggested that the Ministry of Finance and Economic Planning and the GES should publish records of capitation grants released and disbursed to the district in the media and on their respective websites for each district to know how much had been released to be used by the Ministry (CDD, 2010). The above discoveries show that there is no cost effectiveness in capitation grant management processes. If capitation grants remain a simple and promising policy of education finance, it would only be effective if efficient control mechanisms are put in place to ensure funds are used for what they are meant for.

The above discussions show that capitation grants are now becoming a popular model of education finance globally. The grants have been successful in increasing enrolment in nursing schools in United States, used as a major financing model in Ireland and currently in many African countries to bridge the financing gap created through implementation of the school fees abolition initiative. The results of capitation grant implementation is cost effective in some countries but the result in Ghana is reverse due to inefficiency in management. This might be the reason why Osei study could not establish strong effects of capitation grants implementation on educational outcomes in Ghana.

2.5 Efforts by Individuals and Groups

The role of education in the liberation and empowerment of individuals for national development has been welcomed world- wide. Education helps individuals realize their value, capacity and power. In guaranteeing the right of all children to education is a key to addressing the issue of

equality in development and peace for all nations in the world. Despite the enviable merits of educating children, the difficulties pertaining to children education is still atrocious. The 1992 constitution of Ghana makes education a sole responsibility of the government. “All persons shall have the right to equal educational opportunities and facilities and with a view to achieving the full realization of that right”. Under this provision, the free compulsory universal basic education (FCUBE) became government’s priority (Ministry of Justice, 1992).

As capitation grant policy aims at abolition of school fees in public basic schools in Ghana with a view to encourage enrolment and empower local schools management, the review of the Ghana capitation grants program has often pointed out the limitations of the small capitation resources particularly, for schools with lower enrolment and many of which are situated in the more remote and deprived areas of the country (GPEG, 2013).

The Ghana partnership for Education Grant (GPEG) was introduced in 2013 in Ghana to complement other educational policies. The global partnership for Education fund grant is a grant from the multi-donor partnership (GPE) allocated to the republic of Ghana for a three year implementation period under the Ghana Education Service and Ministry of Education. It intends to improve the planning, monitoring and delivery of basic education services in deprived districts of Ghana with its second component to provide sub-grants to schools in the deprived districts to complement capitation grant funding (GPEG, 2013).

2.6 Review and Appraisal of capitation grant

It is intended that, there will be an annual review to be conducted by the Ministry of Education, Youth and Sports with the support and input of its development partners, both internal and external. The purpose of this review is to contribute to the improvements of accountability within the Education system, to ensure that there are effective returns on investment made and that these returns are being realized by the relevant stakeholders and intended beneficiaries. In line with this, in 2009, the capitation grant was reviewed upward from GH¢3.0 to GH¢4.50. Therefore, public basic schools in Ghana now receive capitation grant of GH¢4.50 (\$3.15) per every child enrolled per year. (Ministry of Finance, 2009).

2.7 Models of Educational Resources Allocation





The concept of equity has been used in different fields of philosophy, ethics, economics and the other social sciences. The philosophical concepts of equity and the approaches to defining equity have been well discussed and critically appraised by McMahon (1982). Equity concepts relate to a number of political philosophy concepts such as equality or equalizing of individual net benefits and opportunities for such benefits; providing for distribution of goods or service according to entitlement; providing a decent minimum standard or level of goods and services, utilitarianism, or maximizing of aggregate gain with resources (Le Grand, 1991); the Marxist theory of distribution on the basis of need rather than ability (Levacic, 2005). Such concerns with equity have laid the ethical basis for the design and implementation of different education reforms.

The concept of equity can be viewed from two broad perspectives: procedural and distributive equity. Procedural equity is concerned with the process by which negotiations and decisions occur. It advocates fairness with respect to processes such as access and financing rather than outcomes. Distributive equity on the other hand, looks at outcomes. It advocates the distribution of education outcomes across individuals and groups within society. (Inoue and Oketch, 2008). The issue of equity is usually difficult to determine because of many factors such as geographical area, age, sex, religion, culture among others.

Another distinct concept of equity is the horizontal and vertical concept of equity. Monk (1990) noted that horizontal equity entails identical treatment within groups and requires equal treatment of equals. In other words irrespective of different needs groups should be given the same treatment. The second form of equity, vertical equity, on the other hand involves treatment of groups based on need. This suggests that groups should be treated based on circumstances (Monk, 1990). Much of the education economics literature have taken horizontal equity as a primary matter of service provision which is reflected in the goals of equal service inputs and access or utilization for equal need (Levacic, 2005). On the other hand, proponents of the vertical equity theory argue that for equity to be achieved there is the need for “unequal treatment for unequal”. This concept relates to the idea that under-resourced groups should be supported with more resources so that they can grow to be in par with well-resources groups. This concept is very relevant in education because if educational resources are distributed equally among all groups irrespective of their needs, it is likely that inequality will widen within groups (Inoue and Oketch, 2008). Until recently, the main focus of equity had been on achieving horizontal equity, with exception of some studies focusing

on issues of vertical equity in education finance (Inoue and Oketch, 2009). Increasing concern about the need for preferential or targeted allocation of resources to those with inequitable access to education brings to the fore the need for the vertical equity. In countries where there is growing inequality, allocation of educational resources should give preference to under-resourced schools using the vertical equity model of resources allocation (Monk, 1990). The vertical equity model is of more interest to this study as the achievement of geographical equity in resource allocation and the distribution of resources between geographical areas requires preferential allocation based on increased need.

The current allocation of capitation grants to schools in Ghana falls under horizontal equity theory because funds are deployed to schools equally irrespective of their need and circumstances. However, it is clear that the vertical equity concept is more efficient for allocating resources, specifically in developing countries where inequalities are very high. It is imperative in this case to understand that both indirect and direct costs of schooling are often higher in rural areas where the majority of the poorest of the poor live, than in the urban areas. Therefore, the vertical equity theory of resources allocation yields better results than horizontal equity theory of resource allocation.

2.8 Point of departure

To sum up, the above discussions indicate that policies of universal primary education existed in Ghana before the EFA and MDGs were initiated. This is seen in the number of educational policy reforms that took place in Ghana since independence to increase access, quality and enrolment of Ghanaian children of school going-age in schools. Even though, these initiatives are accepted but Ghana is still far from achieving universal basic education. Enrolment increases should not be seen as an end in themselves. Successes chalked in this area should be compared with completion rates, transition rates, quality of teaching and learning and other relevant educational outcomes. It is observed further that abolishing schools fees although is likely to have positive effects on enrolment, might have a negative effects on the quality of education. The fact is that increases in enrolment figures following school fees abolition are likely to overwhelm the available supply of schools, teachers and educational materials available within the schools. This implies that barriers to educational enrolments are not merely school fees as one may think. Therefore, educational

policies geared towards encouraging increasing enrolment in basic schools should adopt a holistic approach to address all possible barriers to education access, participation and enrolment. The school fees abolition initiative is a good concept but the policy needs to be more comprehensive to address issues of opportunity cost of schooling to households. As the capitation grant has been used to improve increase in basic schools' enrolment through school fees abolition initiative, misappropriation should be avoided in management practices. It is also observed that the vertical model of allocation of funds to schools is more efficient for allocating financial educational resources to schools in developing countries than the horizontal model. Therefore, the use of horizontal model of allocating capitation grants to schools in Ghana, where funds are deployed to schools equally irrespective of their need and circumstances is not efficient in developing countries where inequalities are very high like Ghana.





CHAPTER THREE

METHODOLOGY

3.0 Introduction

This vividly explained how the research process was conducted. It took into account all the steps involved in the research process so as to obtain a valid and a reliable result. It comprised of profile of the study area, research design, study population, sampling technique, sample size determination, data collection procedure, sources of data collection, ethical considerations, validity and reliability of the study, pre-testing of research tool, and limitations of the study and data analysis and presentation.

3.1 Profile of the Study Area

Saboba as a rural area and a District Capital of Saboba District have many schools as educational institutions where teaching and learning take place. This District is educationally, subdivided into nine (9) circuits and among which Wapuli circuit is one. Wapuli which is a rural community in the Saboba District of the Northern Region of Ghana is chosen as the study area. It covers entire Wapuli community. The community is the sub-district capital of Saboba District Assembly in the Northern Region. It covers the land area of approximately 1,120 square kilometers with a population of about 1,695 and growth rate of about 5.2%. Wapuli is about 28km west of the district capital Saboba, covering the land area of 1,120 square kilometers and it is located between latitudes

24°N and 25°N and longitudes 27°E and 13°E. It shares boundaries with Bakundiba to the North, Nakpanbol to the South, Nakpari to the East and Dungle to the west (Saboba District Assembly). Wapuli Circuit has ten Primary Schools with both lower and upper classes and three Junior High Schools (Saboba District Directorate of education).

Wapuli in the Saboba District of the Northern Region is selected to enable the researcher gain an in-depth knowledge about the enrolment situation among basic schools as well as new perspectives of the effects of the implementation of the capitation grants on basic schools' enrolment which might be characterized by geographical and gender dimensions.

3.2 Research Design

In this study, the researcher employed the descriptive research design, because the study required, an in-depth information from District Directorate of Education, circuit supervisor, Head teachers, teachers among others and for that matter provide thorough analysis of data obtain from the respondents with regards to the issue under investigation, of which other strategies may not be able to provide and also the fact that it allowed the combination of other strategies in the study. The data was collected through field survey using questionnaires and interviews. Purposive sampling technique had been used to select the respondents for the study. Therefore, the researcher thought descriptive study was the best research strategy, to be used in writing the project since data is being analyzed using both descriptive and quantitative methods.

3.3 Sources of Data collection

In conducting a successful research there is the need to collect adequate and reliable data. Data was collected from both primary and secondary sources. The primary data was collected using interviews and questionnaires from the field survey whilst the secondary data was also collected from secondary sources which involved references from articles, magazines, internet, reports, journals, newspapers and books.

3.4 Ethical considerations

This entailed the principles, guidelines and codes of conduct that are put in place to regulate the research process in order to carry out research with the highest possible standards. With regard to this, ethical review form was filled to ensure acceptable research process, social sensitivity





concerns and to respect the dignity and wellbeing of participants. Research participants were given much information as they would need in making an informed decision about whether to participate or not in the study. To ensure the respondents' rights to privacy, the researcher designed the questionnaires without making provision for the respondents' names and references made from other people's words are duly acknowledged.

3.5 Validity and reliability of the study

This covered the corresponding relationship between the research objectives and study result such that correct conclusion could be made as an outcome of the good research procedures followed and made it possible for a researcher or any other person to repeat the same procedures under the same conditions and to come out with the similar conclusion. With this, it could serve as basis for further research work in the area of capitation grant as an educational policy.

3.6 Pre-testing of research tool

The questionnaires were pre-tested to ensure the wording is appropriate and errors corrected. This was also to determine the percentage of responses from the respondents and to also measure the time it will take for the questionnaire to be answered by the respondent. Ten (10) respondents were used for pre-testing and responses' rate was 92% indicating the appropriateness of the tool in August 2015 and after this that actual research took place in September 2015.

3.7 Limitations of the study

Institutional bureaucratic rules followed in the course of the study when researcher visited schools and offices for information.

Reluctance on the part of some of the respondents to provide necessary information though, researcher explained into details the purpose and the benefits of the study. This convinced the respondents to release the relevant information to the researcher.

Migration of some parents from the circuit also affected the research. This is because the researcher was not able to get in touch with them to be sure whether their wards are still in school.

3.8 Data Collection procedure



3.8.1 Key Informant Interview: This method was used to obtain information from people who have an in-depth knowledge on the research topic. It was used to collect data from officials of the District Directorate of Education, Head teachers and teachers from selected schools, School Management Committee (SMCs), Parent Teachers Associations (PTAs) and Opinion leaders. This tool is suitable because it helped obtain information from the above mentioned departments and personalities concerning the operation of the Capitation Grant Scheme in their respective administrations. This was done through the use of interview guide/checklist.

3.8.2 Questionnaire: This is an appraisal instrument in the written form comprising a list of both closed and open ended questions that a number of people were asked to complete so that information can be collected. With this method, questions were designed in relation to the topic and administered to the head teachers, teachers of selected schools and other stakeholders for responses. This tool is appropriate because information about whether parents are aware of the existence of the capitation grant scheme, successes, and challenges and how it is operating in their communities were obtained.

3.8.3 Personal Interview: Personal interview in the form of specific questions was carried out to access data from the individual respondents. This aimed at seeking individual opinions on the management of the capitation grant scheme. Additionally, it gave people who feel uncomfortable to speak in public the opportunity to express their views.

3.9 Sampling Technique

The purposive sampling technique was used because the researcher targets people who have the required information on the capitation grant scheme. These include District Directorate of Education, head teachers, teachers, School Management Committees (SMCs), Parents Teachers Associations (PTAs), Circuit supervisor and other stakeholders.

3.10 Study population

The target population for this study comprised of head teachers, teachers in Wapuli circuit Parents Teachers Associations (PTAs), School Management Committee (SMC) and officials from District Directorate of Education, Saboba.

3.11 Sample size termination

The 15 respondents were selected from the selected schools for enrolment analysis (Wapuli DA primary school, Yankazia SDA primary school, Bakundiba DA primary school and Wapuli JHS), 3 respondents from District Directorate of Education and 18 respondents from other benefiting schools in the circuit using purposive sampling technique and therefore, making up the sample size to be 36 respondents.

3.12 Data Analysis and Presentation

The data was collected and analyzed both quantitatively and qualitatively through manual and the electronic means such as Statistical Package for Social Scientists (SPSS) and presented in the form of tables, charts and graphs.



CHAPTER FOUR

PRESENTATION AND ANALYSIS OF DATA

4.0 Introduction

This chapter dealt with the analysis and synthesis of data on the effects of the implementation of the capitation grant on basic school's enrolment. The focus is on the examining the extent to which the implementation of the capitation grants would affect changes in basic school enrolment. There is analysis of socio-demographic characteristics of respondents such as the age, religious background, marital status, and education status, enrolment analysis of the schools, Successes and challenges of Capitation Grant and the sustainability of capitation grant as an educational policy.

4.1 Socio Demographic Characteristics of the Respondents

This discussed the personal data of respondents such as age structure, religious background, marital status and educational status.

4.1.1 Age Structure

The age structure analyses the ages of the respondents which is presented in the table below:

Table 1: Distribution of respondents by age

Age	Frequency	Percent	Valid Percent	Cumulative Percent
25 - 30	22	61.1	61.1	61.1
30 - 35	12	33.3	33.3	94.4
45+	2	5.6	5.6	100.0
Total	36	100.0	100.0	

Source: Field survey February, 2016

From the table 1 above, the modal age group of the respondents was 22 years, representing 61.1 percent. 33.3 percent of the respondents ranging between 30 – 35 years and 5.6 percent of the respondents also had their ages ranging between 45 years and above. This indicated that the majority of the teachers are young and could teach effectively to attract more parents to send their

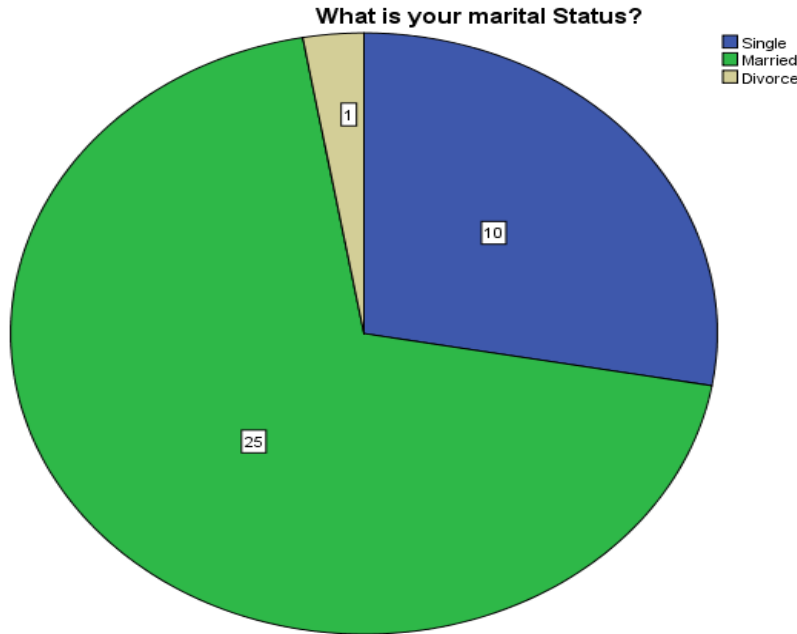


children to school since capitation grant policy has taken part of the cost of schooling to the households

4.1.2 Marital Status

The figure below represents the marital status of the respondents.

Figure 1: Distribution of respondents by marital status



20Source: Field survey February, 2016

From the figure 1 above, it was ascertained that many of the respondents are married and 25 respondents accounting for 69.4 percent are married, 10 respondents accounting for 27.8 percent are not married whereas 1 respondent is a divorcee representing 2.8 percent. The figure above indicated that married people are dominant in the total respondents and since they are teachers and parents they should send their children to school and encourage parents to send their children to schools to increase enrolment.



4.1.3 Educational Status

The research looked at the educational status of the respondents. The findings have been tabulated below:

Table 2: Distribution of the respondents by level of Education

What is your educational Status?					
Educational status		Frequency	Percent	Valid Percent	Cumulative Percent
	Secondary	6	16.7	16.7	16.7
Valid	Tertiary	30	83.3	83.3	100.0
	Total	36	100.0	100.0	

Source: Field survey February, 2016

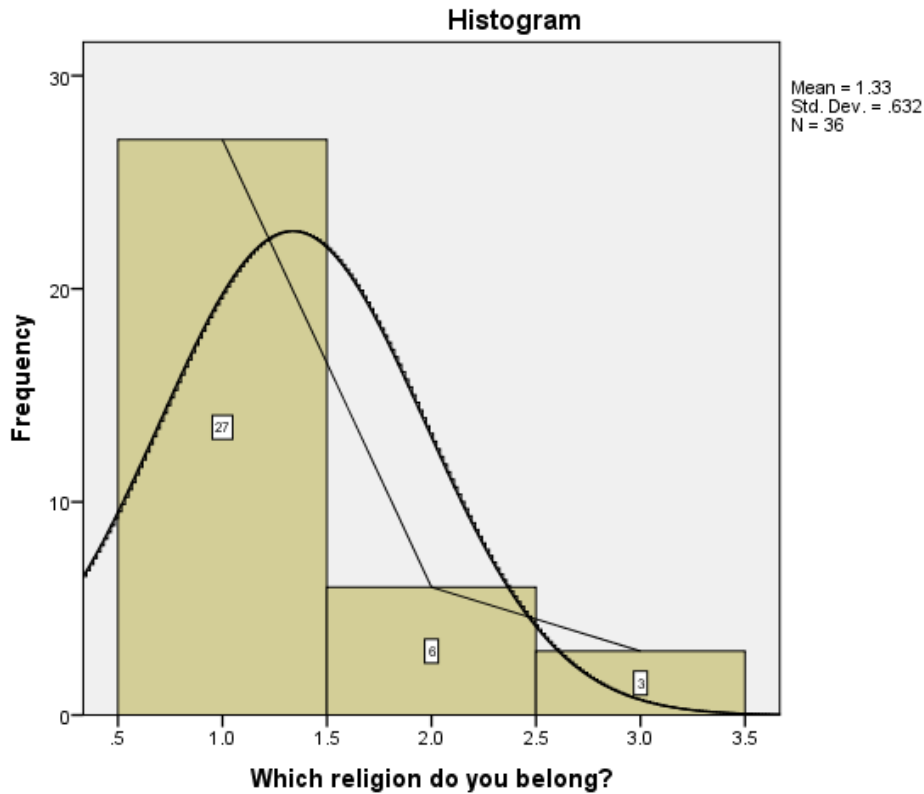
The finding from table 2 revealed that 16.7 percent of the respondents have the secondary education whilst 83.3 percent had the tertiary education. This depicted that respondents who had tertiary education are more than those who had the secondary education. This high number of teachers who had tertiary education showed that there would be effective teaching and learning activities which would bring an improvement in the basic schools' enrolment.



4.1.4 Religious Background of Respondents

The religious distribution of the respondents is shown in the figure below.

Figure 2: Religious distribution of the respondents



Source: Field survey February, 2016

From the figure 2 above, it was ascertained that 27 of the respondents are Christians accounting for 75.0 percent, 6 respondents accounting for 16.7 percent are Muslims whereas 3 respondents belong to Traditional religion representing 8.3 percent of total respondents. The figure 2 indicated that Christianity is predominant religion in the communities within Wapuli circuit and as a result, many mission schools have been established with the view of increasing literacy in the area and thereby increased the basic schools' enrolment.



4.2 Analysis of Schools Enrolment in Wapuli Circuit before and After the Implementation of Capitation Grant Policy

The aim is to analysis the enrolment of the some of the benefiting schools in the circuit before and after the implementation of the Capitation Grant. This will enable the researcher to identify whether the implementation of the scheme has effects on basic schools' enrolment.

4.2.1 Table 3: Enrolment of Wapuli D/A Primary School from 2000/2001 to 2013/2014

YEAR/CLASS	P 1	P 2	P 3	P 4	P 5	P 6	TOTAL
2000/2001	46	42	41	32	37	34	232
2001/2002	43	30	32	37	35	38	215
2002/2003	45	40	39	41	36	39	240
2003/2004	48	39	37	35	31	42	232
2004/2005	85	33	61	85	60	57	381
2005/2006	117	42	58	85	59	54	415
2006/2007	56	41	43	54	49	48	291
2007/2008	58	50	45	50	51	53	307
2008/2009	65	54	49	46	48	51	313
2009/2010	68	51	52	48	49	54	322
2010/2011	56	48	51	45	42	49	291
2011/2012	70	58	50	54	50	59	341
2012/2013	86	70	44	74	43	45	362
2013/2014	74	52	48	59	54	36	323

Source: Field survey February, 2016

From table 3 above, the enrolment per class varied before and after the implementation of the capitation Grant. However, there has been an increase in general enrolment levels in basic schools. At Wapuli D/A primary school for example, the total enrolment for 2000/2001 and 2001/2002 academic years before the scheme, were 232 and 215 respectively. This has increased to 381 and 415 in 2004/2005 and 2005/2006 academic years respectively after the Capitation Grant was implemented nationwide.



In next academic year, 2006/2007, there was reduction in the enrolment from 415 to 291. The enrolment however, has increased to 307 in 2007/2008 academic year and kept varying in the subsequent academic years.

4.2.2 Table 4: Enrolment of Yankazia SDA Primary School from 2000/2001 to 2013/2014

YEAR/CLASS	P 1	P 2	P 3	P 4	P 5	P 6	TOTAL
2000/2001	41	36	31	30	28	30	196
2001/2002	39	33	30	29	32	30	193
2002/2003	44	39	34	24	22	37	200
2003/2004	41	40	38	31	29	30	207
2004/2005	45	31	36	29	23	31	203
2005/2006	59	64	44	28	21	17	224
2006/2007	65	43	35	44	21	22	232
2007/2008	65	49	37	42	24	20	230
2008/2009	73	33	30	39	43	20	247
2009/2010	76	47	39	34	32	33	265
2010/2011	59	43	43	37	35	25	235
2011/2012	52	7	36	36	30	32	237
2012/2013	58	45	40	44	25	30	244
2013/2014	60	37	42	43	29	31	200

Source: Field survey February, 2016

The table 4 also depicted the unstable nature of enrolment in basic schools. For instance, the total enrolment of Yankazia SDA primary school for 2000/2001 and 2001/2002 academic years were 196 and 193 respectively and increased to 224 in 2005/2006 academic year after the policy was implemented and therefore, maintained the general increment for the subsequent years. In 2010/2011 academic year, the enrolment declined but slightly from that academic year to 2013/2014 academic year.



4.2.3 Table 5: Enrolment of Bakundiba D/A Primary School from 2000/2001 to 2013/2014

YEAR/CLASS	P 1	P2	P 3	P 4	P 5	P 6	TOTAL
2000/2001	45	45	49	35	27	13	214
2001/2002	76	34	43	11	17	16	197
2002/2003	112	35	38	34	4	14	237
2003/2004	122	31	29	4	10	15	211
2004/2005	113	29	29	4	11	17	212
2005/2006	25	35	38	22	20	3	123
2006/2007	52	35	18	33	29	17	199
2007/2008	59	41	33	30	28	14	207
2008/2009	31	21	35	25	29	17	158
2009/2010	36	21	35	25	29	18	154
2010/2011	47	26	25	37	38	26	221
2011/2012	37	53	47	44	31	28	253
2012/2013	31	47	60	41	35	20	230
2013/2014	29	32	56	42	34	30	167

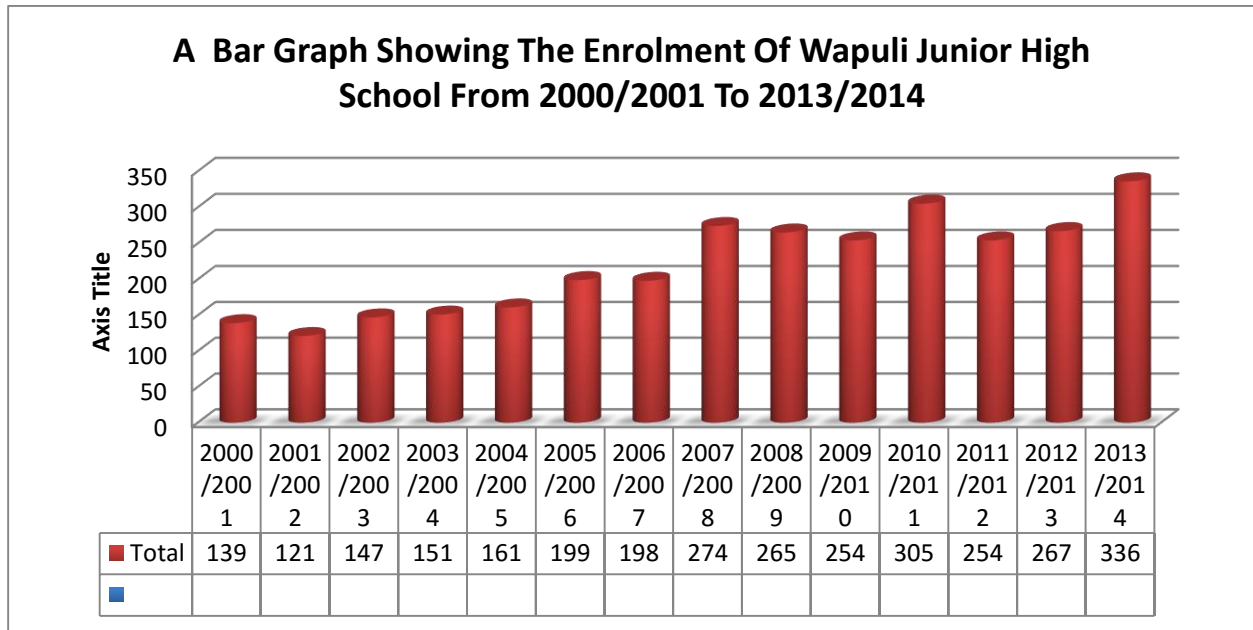
Source: Field survey February, 2016

This rise and fall in the enrolment levels per academic years occurred in Bakundiba D/A primary school too in table 5 after the implementation of the capitation grant scheme. For instance, in table 5, the total enrolment in 2000/2001 and 2001/2002 academic years were 214 and 197 respectively and increased to 237 in 2002/2003 but when the capitation grant was implemented, 2004/2005 academic year nationwide, the enrolment rather decreased to a point and retained the general increases.

One of the respondents in Bakundiba AD primary school said, ‘the varying enrolment levels in classes as well as the academic years in the circuit was because, some parents withdraw their children to help them on their farms, take care of their animals during the farming season, migration of parents with their children who are in schools and some of the grown up girls engaged themselves in untimely pregnancies which resulted into untimely marriages causing enrolment fluctuations’.



4.2.4 Figure 3: Enrolment of Wapuli DA Junior High School from 2000/2001 to 2013/2014



Source: Field survey February, 2016

With the figure 5 above, the total enrolment of Wapuli Junior High School fluctuates from year to year. However, there is general increased in the total enrolment after 2004/2005 academic year after the Capitation Grant Policy was implemented. This indicated the improvement in the enrolment in Wapuli junior high school after the implementation of the Scheme even though; there have been some fluctuations in the enrolment.

Comparatively, the four basic schools studied indicated that there are improvements in basic schools' enrolment after the implementation of the capitation grant policy which serves as enrolment drive to improve enrolment in basic schools. Even though, there are rise and fall of enrolment after the policy implementation. There is general increment of the enrolment after the policy implementation.



4.3 The Successes and the Challenges of Capitation Grant in Wapuli Circuit

4.3.1 Successes of Capitation Grant

The followings are observed as the successes chalked by Capitation Grant Policy in basic education in Ghana.

- The capitation grant is used for minor repairs, provision of Teaching and Learning Materials (TLMS) and payment of sports and cultural fees. This helps to promote effective teaching and learning in schools.
- Again, the Capitation Grant is used for in-service training for teachers to enhance their capacity building. This is to equip both trained and untrained teachers with knowledge on the preparation of scheme of work, lesson notes and School Performance Improvement Plan (SPIP). This also helped broaden the knowledge of teachers to enable them teach effectively. For instance, one of the head teachers said, ‘I received an amount GH¢600.00 for this academic year. I used part of the capitation grant for in serving training to broaden the knowledge of my teachers. I also used it to support the needy pupils and for minor repairs in the school’.
- Furthermore, the Capitation Grant assists in the provision of materials for poor but needy pupils such as exercise books, sandals, uniforms, pencils and pens. Another head teacher interviewed said, ‘Capitation Grant helped parents who were not able to provide these items for their wars can now afford to send them to school’.
- In order to promote sports and cultural activities in the school, part of the Grant is used to provide jerseys and drums for cultural dance. This promoted the cultural values in the circuit as well as unearthing hidden talents in the Youths as far as sports is concerned. In promoting culture, it helped in promoting peace and unity.
- Finally, capitation Grant implementation led to an increase in enrolment and retention in Wapuli circuit as shown in the various tables and bar graphs in enrolment analysis.

4.3.2 Challenges of Capitation Grant

Despite the successes chalked by the Capitation Grant Policy in the circuit, there have been some problems confronting its operational activities in improving basic schools’ enrolment.



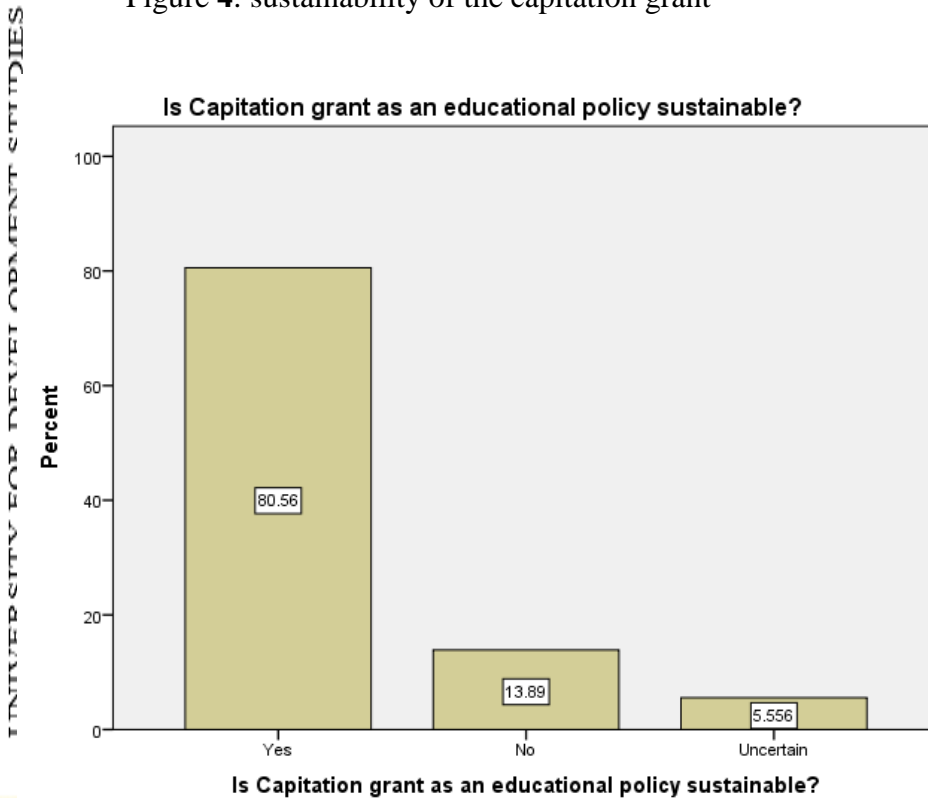


- To start with, some of the parents are not willing to make any contributions in schools with the view that Capitation Grant covers virtually everything. In view of this, any time heads of schools attempt to levy parents for examination fees when the Capitation Grant fund has not yet been paid, had never been successful. Their reason is that government has paid for everything.
- Another, head teachers and their assistants go through bureaucratic procedures in the preparation and approval of school Performance Improvement Plan (SPIP) in order to access the Grant.
- Also, the School Management Committee (SMCs) and the Parents Teachers Associations (PTAs) are not actively involved in the management and utilization of the Grant in the circuit. The information obtained from one of the officers in the Saboba District Directorate of Education was that, “it is stipulated that SMCs and PTAs are supposed to approve the SPIP prepared by the head teachers before submitting it to the District Education Office for final approval. They are also supposed to monitor the implementation of the SPIP, but this is not done well in the rural communities, of which Wapuli circuit is not exempted.”
- Moreover, the current allocation of Capitation Grants to schools in Ghana falls under horizontal equity model because funds are deployed to schools equally irrespective of their needs and circumstances. This model entails identical treatment within groups and requires equal treatment of equals and thereby increasing inequality in access to basic education and therefore limiting the expected increasing enrolment.
- Finally, despite the 2009 Capitation Grant Policy review which increased the grant per every child enrolled per year from GHC3.0 to GHC4.50 in public basic schools in Ghana, this amount is still small to enhance the Policy to achieve its objectives.

4.4 Sustainability of Capitation Grant

The figure 5 below represents various respondents' groups who determined the sustainability of the capitation grant as an educational policy.

Figure 4: sustainability of the capitation grant



Source: Field survey February, 2016

The figure 5 above indicated that 80.56 of the respondents accepted that capitation grant as an educational policy is sustainable. 13.89 percent of the respondents said no and 5.56 of the total respondents said uncertain. This illustrated that Capitation Grant Scheme as an educational policy in Ghana is sustainable since 80.6 percent of the respondents accepted it is sustainable.



CHAPTER FIVE

FINDINGS, CONCLUSION AND RECOMMENDATIONS

5.0 Introduction

This chapter summarized the major findings of the research, conclusions and with suggested recommendations.

Wapuli circuit is a demarcated and encompassed area in Ghana Education Service in Saboba District. Majority of basic schools in this circuit register less number of pupils per primary schools at the beginning of every academic year. The chapter therefore covers the effects of the implementation of the capitation grant on basic schools' enrolment as well as its effects on national educational development in Ghana.

5.1 Major Findings

The intervention of the Capitation Grant in Wapuli circuit has brought about some improvement in enrolment and retention levels in basic schools. However, the followings are some of the major findings of the study.

- The Capitation Grant has improved parents' income indirectly, since the money they would have used for paying their children's school fees and other levies are used for other purposes thereby reducing their poverty.
- The allocation of Capitation Grant to schools in Ghana falls under horizontal equity model which deployed funds to schools equally irrespective of their needs and circumstances.
- School Management Committee (SMC) and Parents Teachers Associations (PTAs) are not actively involved in the management and the utilization of the Grant.
- Since the inception of the Capitation Grant policy in Ghana, the policy has been reviewed once in 2009.
- The Grant is limited to some specific items which made it difficult to provide essential items for the schools.
- It has also been revealed that the Capitation Grant as education policy is sustainable.





5.2 Conclusion

In concluding this report, it is important to assess whether objectives of the research have been achieved or not. As noted earlier, the objectives which formed the research questions were;

- To identify the successes of the scheme through schools' enrolments.
- To find out the challenges of policy in their community.
- To determine the sustainability of the Capitation Grant Scheme.
- To determine the ways the scheme's support can be improved to increase pupils' enrolments.

As shown in chapter four, the research revealed that the motive behind the implementation of the capitation grant was to empower the schools to plan and effectively use the scarce financial resources to carry out schools' quality improvement activities and to motivate the parents to send their children to schools. It was also identified that the implementation of capitation grant has relieved parents of the payment of sports and cultural levies, school fees, development levies and provides resources for minor repairs, support to the needy pupils, provision of teaching and learning materials (TLMs) and enrolment drives.

It can therefore generally be concluded that, the implementation of Capitation Grant is gaining roots in Ghana and is positively contributing to improvement of basic schools' enrolment especially, in the rural areas.

5.3 Recommendations

Following the above research findings, the under listed recommendations are made to assist to address the situation by Governments, Non-governmental Organizations (NGOs) and policy makers.

- There should be increment on Capitation Grant funds and adopt vertical model of resources allocation to deploy the funds to poor districts to increase basic schools' enrolment in the rural areas.
- The School Management Committee (SMC) and Parents Teachers Associations (PTAs) should be encouraged to actively participate in the management and utilization of the Capitation Grant to ensure its effectiveness.

- There should be identification of policies and strategies that will not only increase enrolment but also make schools more efficient, investing in teacher quality and quantity and laying foundations to make over-age enrolment a thing of the past.
- The Capitation Grant should be made flexible to include other essential items like books needed for the smooth running of the schools.
- The Ghana Partnership for Education Grant and School Feeding Programme should lengthen their operational period and to cover all schools to supplement the Capitation Grant so as to enable it achieve its objectives.
- There should be frequent review of Capitation Grant Policy to ensure its effectiveness.
- Teachers should ensure that parents who migrate with their children are given transfers to make the enrolment issues per academic year clear and understandable.
- District Directors of Education should organize periodic training for heads of schools and others involved to enable them prepare School Performance Improvement Plan (SPIP) that conforms to the standard of the scheme.



References

- Brookings Institution (2009). *Review of Trends in Public Spending for Education and Health in Ghana* (2002-2006). Transparency and Accountability project.
- World Bank (2011). *Education in Ghana: Improving Equity, Efficiency and Accountability of Education Service Delivery*” AFTED-Africa Region. Report No.59755-GH. Washington DC.
- Ghana Education Service.(2013). *The Ghana Partnership for Education Grant*. Accra, Ghana Education Service
- Ministry of Education. (2007). *Report on Basic Statistics and planning Parameters for Basic Education in Ghana 2006/2007*. Accra: EMIS project, Ministry of Education.
- Smith, A. (1976). *The Wealth of Nations*: Clarendon press; New York: Oxford University press.
- Todaro, P.M & Smith, C.S. (2003). *Economic Development*: British Library Cataloging in Publication Data.
- Todaro, P.M & Smith, C.S. (2006). *Economic Development*: British Library Cataloging in Publication Data
- Ministry of Education. (2005). *White paper on the report of the education reform review committee*. Accra, Ghana.
- Ministry of finance. (2009).*The ministry of Finance and Economic planning*; Accra, Ghana.
- AACN. (2009); *Capitation Grants: A solution to Expanding Nursing School Capacity*. Washington DC: American Association of College of Nursing.
- Ahmed, R., & Sayed, Y. (2009). *Promoting Access and Enhancing Education Opportunities? The case of ‘no fees Schools’ in South Africa. Compare: A Journal of Comparative & International Education, 39(2), 203-218.*



Akyeampong, K. (2009). Revisiting Free Compulsory Universal Basic Education (FCUBE) in Ghana: *Comparative Education*, 45(2), 175-195

Al-Sammarrai, S., & Zaman, H. (2007). Abolishing School Fees in Malawi: The Impact on Education Access and Equity. *Education Economics*, 15(3), 359-375.

CCD-Ghana. (2010). CCD- Ghana Identify Leakages in Capitation Grant Disbursement

Retrieved July 20, 2011, 2010, from

<http://www.ghanaweb.com/GhanaHomePage/NewArchive/artikel.php?ID=18643>

Create. (2008). Educational Access in Ghana: Country policy Brief. Accra: Consortium of Research on Education, Access, Transitions & Equity.

Fentiman, A., Hall, A., & Bundy, D. (1999). School Enrolment Patterns in Rural Ghana: a comparative study of the impact of Location, Gender, Age and Health on children's access to Basic Schooling. *Comparative Education*, 35(3), 331-349.

Ghana Education Service. (2004). *Guideline for the Distribution of Utilization of Capitation Grants for Basic Schools*. Accra: Ghana Education Service.

<http://www.ghanaweb.com/GhanaHomePage/regional/artiel.php?ID=19748>

Grogan, L. (2008). Universal primary Education and School Entry in Uganda. *Journal of African Economics*, 18(2), 183-211.

Inoue, K., & Oketch, M. (2008). Implementing Free Primary Education policy in Malawi and Ghana: Equity and Efficiency Analysis. *Peabody Journal of Education* (016156X), 83(1), 41-70.

Irish National Teachers' Organization. (2011). Capitation Grants Retrieved March 1, 2011 from

<http://www.into.ie/ROI/SchoolAdministrationPolicies/SchoolFunding/CapitationGrants/>



Levacic, R. (2005). *Economic value of Education: Notes on Equity*. London: Institute of Education, University of London.

Ministry of Education. (2003). *Ghana Education Strategic plan 2003-2015: Volume 1 policies, Target and Strategies*. Accra: Ministry of Education Retrieved from [http://planipolis,iiep.unesco.org/upload/Ghana/Ghana%20Education%20Strategic%20plan.pdf](http://planipolis.iiep.unesco.org/upload/Ghana/Ghana%20Education%20Strategic%20plan.pdf).

Ministry of Education. (2009). *Report on Basic Statistics and planning parameters for Basic Education in Ghana 2008/2009*. Accra: EMIS project, Ministry of Education.

Ministry of Education. (2011). *Ghana Education Reform 2007*. Accra: Ministry of Education Retrieved from http://www.ghana.gov.gh/index.php?option=com_content&view=article&id=331: ministry-of-education&catid=74:ministries&itemid=224.

Ministry of Justice. (2005). *1992 Constitution of the Republic of Ghana*. (9988-0-3249-8). Accra: Ministry of Justice/Allshore Co.

Monk, D.H. (1990). *Educational Finance: An Economic Approach*. New York: McGraw-Hill.

Osei, R D., Owusu, G.A., Asem, F.E., & Afutu-Kotely, R.L. (2009). Effects of Capitaionn Grants on Education Outcomes in Ghana. [Working paper]. *Global Development Network*.

Sawanura, N., & Safuna, D.N. (2008). Universalizing primary Education in Kenya: Is it Beneficial and Sustainable. *Journal of International Cooperation in Education*, 11(3), 103-118

The World Bank & UNICEF. (2009). Abolishing school Fess in Africa: Lessons from Ethiopia, Ghana, Kenya, Malawi, and Mozambique. *Development Practice in Education*.



The World Bank. (2004). *School Fees: A Roadblock to Education for All. Education, The World Bank.*

UNICEF. (2000). *Poverty Begins with a Child.* New York: United Nations Children's Fund.

UNICEF-Ghana. (2002). *Impact Assessment Study of Girls Education Programme in Ghana.* Accra: UNICEF.

United Nations. (2010). *The Millennium Development Goals Report 2010.* New York: United Nations.

United Nations. (2010). *Thematic paper on MDG2: Achieving Universal primary Education.* New York: United Nations.

USAID. (2007). *School Fees and Education for All: Is Abolish the answer?* Washington DC: United States Agency for International Development



APPENDIX I

Questionnaire

The researcher is studying Post graduate Diploma in Education at the University for Development Studies, Tamale, Ghana. As such, this project is required as an integral part of his study. The researcher has designed the following questionnaire for the study of the effects of the implementation of the Capitation Grant on Basic School enrolments in Wapuli Circuit in Saboba District. Your assistance in filling out the questionnaire will help this study achieve its objectives. The researcher will like to assure you most sincerely that whatever information is supplied by you through these questions will strictly be confidential and used for the research purpose only.

Please, tick where applicable.

SECTION A: PERSONAL DATA

1. Age.....
2. Marital Status: Married Not married Divorce Widow
3. Education Statues: Basic Senior High Tertiary
4. Religion: Christianity Islamic Traditional
5. Occupation.....

SECTION B: SUCCESSES OF CAPITATION GRANT SCHEME

6. Are you aware that there is capitation grant policy in Ghana? YES or NO
7. If YES from Q6 above, where do you get the information?
.....
.....
8. Is your School a beneficiary of capitation grant? YES [] NO []
9. If YES from Q8, how does the implementation of the capitation grant improved the enrolment in your school?



.....
.....

10. How long has your school been benefiting from the capitation grant?

.....

11. How often do you access the capitation grant? Monthly [] Termly [] Annually []

12. Do you think the implementation of the capitation grant has any financial relief on the parents? YES [] NO []

13. If YES from Q12 above, in which ways do the capitation grant reduce the financial burden of the parents?.....
.....

SECTION C: CHALLENGES OF CAPITATION GRANT

14. Do you encounter any problem in accessing the capitation grant? YES [] NO []

15. If YES from Q14 above, mention the challenges they encounter in accessing the capitation grant

16. With the existence of the capitation grant, do parents still pay levies in school? YES [] NO []

17. If YES from Q16, what kind of levies do they pay?

- a. Examination fee
- b. Cultural fee
- c. School fees
- d. Development levy
- e. Others (specify).....

18. Are parents aware of the existence of the capitation grant policy? YES [] NO []

19. If YES from Q18, are they involved in the management of the capitation grant? YES [] NO []

20. If NO from Q19, what do you think would be their perceptions about the management of the capitation grant.....
.....



21. If YES from Q19, in which way are they involved?

- a. Decision making
- b. Utilization of the grant
- c. Others (specify)

SECTION D: SUSTAINABILITY OF THE CAPITATION GRANT

22. Apart from government of Ghana, are there other sponsors of the capitation grant policy?

YES or NO

23. If YES in Q 22, mention the sponsors.....

24. Is capitation grant fund monitored at the school level? YES [] NO []

25. If YES in Q 24, how often is it done? Monthly [] Terminal [] Annually []

26. Is capitation grant as an educational Policy sustainable? YES [] NO [] Uncertain []

27. In your own opinion, how do you think about the capitation grant policy?

.....
.....

