

UNIVERSITY FOR DEVELOPMENT STUDIES, TAMALE

IMPACT OF CAPITATION GRANT ON SCHOOL ENROLMENT AND ACADEMIC
PERFORMANCE OF PUPILS IN THE SAGNARIGU DISTRICT OF THE NORTHERN
REGION.

AWONONG KOJO RUDOLF

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DEVELOPMENT

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DECLARATION

Candidate’s Declaration

I hereby declare that this submission is my own work towards the and that, to the best of my knowledge, it contains no material previously published by another person nor material which has been accepted for the award of any other degree of the University, except where due acknowledgement has been made in the text.

Candidate’s Name:

Candidate’s Signature:.....

Date:.....

Supervisor’s Declaration

I declare that I have supervised the student in the undertaking of the thesis reported herein and confirm that the student has my permission to present it for assessment

Supervisor’s Name: ()

(Academic supervisor)

Signature Date



DEDICATION

The thesis is dedicated to the Awonong's family and to all colleague friends for their immense contribution and support to me during the writing of this thesis



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I wish to express my profound gratitude to God Almighty for His wisdom, knowledge, guidance, mercies and direction in the writing for this thesis.

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I am also grateful to the Director of Ghana Education Service (GES) in Sagnarigu District, Headteachers and teachers of various schools I administered my questionnaires too.

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ABSTRACT

This dissertation examines the impact of the capitation grant on enrolment and performance of pupils at the basic school level in Sagnarigu District. It used a survey to assess the opinion of head teachers, teachers and District Director of education regarding the impact of the capitation grant policy on pupils' enrollment in the district. A survey of 150 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, head teachers and the district director of education. It was revealed that Capitation grant has increased the enrolment of pupils since its inception in the district. Even though the study showed an increased in both boys and girls enrolment before and after the introduction of capitation, there was no significant difference between boys and girls enrolment before and after the introduction of capitation grant. It was also revealed that the since the inception of capitation grant pupils' performance Basic Certificate Examination in the three core subjects was increased by 1 per cent. It was also indicated that boys performed better academically than girls since the inception of C.G. The study also revealed that capitation grant has helped in bridging the enrolment gap between children from poor and rich homes. Capitation grant also encouraged poor parents and guardians to send their girl-child to school as a result of its inception. The implementation of capitation grant has assisted in payment of culture and sport levy, purchase of Teaching and Learning Materials (TLMs), organization of field trips and sponsoring teachers to attend workshops. There is no doubt that all these have relieved both teachers and parents some financial burdens.



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LIST OF ACRONYMS

CG:	-	Capitation Grant
FCUBE	-	Free Compulsory Universal Basic Education
MDG's	-	Millennium Development Goals
ESP	-	Education Strategy Plan
GDP	-	Gross Domestic Product
UNCF	-	United Nations Children Fund
UPE	-	Universal Primary Education



CHAPTER ONE

INTRODUCTION

1.0 Background of the Study

The Government of Ghana committed itself to the achievement of Universal Primary Education (UPE) by ensuring that by 2015, children everywhere, boys and girls alike will be able to complete a full course of basic schooling. The Government's commitment toward achieving the educational goals is reflected in the many policy frame work and reports. In May 2003, for instance the Ministry of Education and Sports came out with the Education (Education Strategy Plan [ESP] 2003/2015).

The Education Strategy Plan (ESP) was informed by many documents and policy framework especially the goals for education for All the Millennium Development Goals (MDGs) in education that is the Gender Parity by 2005 and Universal Primary Education by 2015.

Within the Education Strategy Plan, primary education is designated as a sector priority and several measures and decisions have been taken by the Government to accelerate its efforts in achieving the MDG two by 2015. Some of the measures taken includes the institution of the Capitation Grant to all public basic school, including pre-school for children between the four (4) to five (5) years old as part of the Free Compulsory Universal Basic Education (FCUBE), the introduction of the school feeding programme, special programme to bridge the gender gap in accessing education and targeted programme to improve access in deprived areas. All these effort, it is believed will result in positive progress in its educational sector, especially in the basic education. For



example the government believes the primary school enrollment increase significantly as a result of the capitation grant and the waving of all remaining fees and levies. The Government of Ghana also believes that the policy has helped bridge the gap between Gender enrollments in basic school.

However, other researchers have been quick to point out some of the loopholes and challenges and have even doubted if the government could accomplish her vision of making education free for all. One school of thought asserts that the capitation grant will not be able to fulfill its natural promise of enhancing quality education instead it will succeed in adding higher numbers to the already deplorable state of education in Ghana.

Others also claim that the capitation grant has made schooling more accessible to households but food and uniform costs continue to constitute significant proportion of the rural household educational expenditure and could pose a barrier to parents who do not have the resources to cater for their wards in school. Others too believe it was an avenue for some people to embezzle or misuse the Government scarce resources.

Nevertheless, there are others also who chastise the government for poor policy formulation, implementation and monitoring which is retarding progress in the national educational advancement and so injuring the future of the current generation. It has been observed that the government of Ghana has spend between 5–7% of her Gross Domestic product (GDP) on education, as this will be in line with the views of the association of African Universities and World Bank position on quality education. It is interesting, to note that Burkina Faso spends 7% of her GDP on education, Togo 8%, Namibia 8%, South Africa 7% and Botswana 15% while Ghana spends a paltry 5.1%. This raises



much concern as to whether the government would be able to achieve her vision of Education for All in the basic level (Moran, 2006)

This has made the researcher feel that it is important to conduct this research on its impact of capitation grant on enrollment of pupils in its basic school education in Ghana

1.1 Statement of the Problem

In 1996 the government of Ghana instituted the Free Compulsory Universal Basic Education (FCUBE) programme. This programme was gearing toward getting more school going children into the classrooms. The programme brought a cost-sharing scheme to cover non-tuition fees, under which parents were expected to bear limited expenses in relation to the education of their wards.

More importantly, the government stressed that no child was to be turned away for non-payment of fees. It is sad to note that this initiative did not work smoothly. Although Ghana's school enrollment rates are high as compared to other African countries, a persistent 40 percent of children within the ages of six (6) and eleven (11) years of age remained out of school as 2003 (Adamu-Issah et al, 2007) one of the main reasons why these children did not attend school was that their parents could not afford to pay the levies charged by the school

Despite the policy of fee-free tuition in the basic school many districts charged levies as a means of raising funds, for cultural and sports activities, and for the maintenance of the school facilities. This had the effect of deterring many families, particularly the poorest from sending their children, especially the girl-child to school.



In order to meet the Millennium Development Goals (MDG's) for education and national targets established in 2003 – 2015, the Government has taken a bold step forward by abolishing all fees charged by school and also providing schools with some grant for each pupil enrolled. The programme was first piloted with World Bank to support in Ghana's forty most deprived districts in 2004. Overall enrollment therefore rose by an impressive 145 percent; enrollment gains for pre-school were particularly significant over 36 per cent (Adamu-Issah et al., 2007) this success led to the nationwide adoption of what is known as the 'Capitation Grant' system in the early 2005. Under this system every public Kindergarten, primary and Junior high school received a grant of GH¢ 4.50 per pupil per year and were not permitted to charge any fees to parents (Adamu-Issah et al., 2007). This study therefore intends to find out if the implementation of the Capitation grant has made an impact on the enrollment and academic performance of the pupils in basic school in Ghana and whether it can help the country achieve the Sustainable Development Goal (SDGs) two (2) by 2018 as set by the Government of Ghana.

1.2 Main Objective of Study

The main objective of the research is to examine the impact of the capitation grant on enrolment and performance of pupils at the basic school level in Sagnarigu District.

1.2.1 Specific Objectives

1. To assess the effects of capitation grant on academic performance of pupils at the basic level.

2. To determine whether difference exist between boys and girls academic performance before and after the introduction of capitation grant.
3. To determine whether the introduction of capitation grant has increased the enrolment of basic schools in the district.
4. To determine whether difference exist between boys and girls school enrolment before and after the introduction of capitation grant.
5. To determine the challenges of capitation grant in the district

1.3 Research Questions

What is the impact of capitation grant on school enrolment and academic performance of pupils in the Sagnarigu District of the Northern Region? To find answer to the main research question responses will be sought for the following specific research questions.

1. How does the capitation grant affect the academic performance of pupils at the Basic level? (performance and regression test)
2. What is the difference between boys and girls academic performance before and after the introduction of the capitation grant?
3. Has the introduction of the capitation grant increase the enrollment in basic school in the Sagnarigu District?
4. What is the difference between boys and girls school enrolment before and after the introduction of the capitation grants? (composite scores, t-test)
5. What problems and challenges are encountered by capitation grant?



1.4 Research Hypotheses

The study was based on the following research hypotheses

Ho (1): There is no significant difference between boys and girls academic performance before and after the introduction of capitation grant.

Ho (2): There is no significant difference between capitation grant and increased in enrolment in basic schools.

Ho (3): There is no significant difference between boys and girls enrolment before and after the introduction of capitation grant.

1.5 Significance of the Study

The study will be beneficial to all stakeholders in the education sector especially the Government of Ghana. It will help sensitize districts on the problems and challenges of capitation grant.

The problems and challenges identified by the researcher will help policy makers in their future formulation of long term plans and polices for the educational sector especially for children in the rural/deprived areas.

The study is expected to serve as a basis for review and regulation on the subject matter.

The study will further be useful to international bodies like United Nations International children education fund (UNICEF Now United Nations Children's Fund) World Health Organization (WHO) International monetary Fund (IMF), World Bank, Non-Governmental Organization (NGOs) and other foreign donors as the study will reveal the areas where they can offer assistance to help humanity.



1.7 Limitation of Study

The area of study was limited by a variety of factors and notable ones are:

- ❖ Time constraints, due to the fact that the period for the research is short to allow for collection of adequate data on the subject and this can affect the final outcome of the project.
- ❖ Some respondents for no apparent reason failed to cooperate with the researcher during the data collection period.
- ❖ There were not enough funds to cover the whole of Northern Region and other regions the sample size was limited to respondents in the Sagnarigu District because the researcher could not move to other areas to gather information.

1.8 Organization of Study

The study was comprised of five main chapters. Chapter one looked at the general introduction of Capitation Grant. The next chapter, chapter two provided literature related to the topic the chapter three described the research methodology including the population, sample techniques, questionnaire design and data collection and processing.

Chapter four presented, the analyses, the results of the survey interviews conducted and questionnaire administered. Finally, chapter five provided a summary of the major findings, conclusion and recommendation, and also raised issues that require further research investigation in future.



CHAPTER TWO

LITERATURE REVIEW

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 Ghanaian 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 % completion rates for both males and females at all basic levels by 2015 and to achieve a 100 % 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 Impact of Education Related Intervention

Countries in Africa are making good and encouraging progress toward reducing the number of children who are out of the classroom. Specifically sub – Sahara African has witnessed an unprecedented 25% increase in the enrollment between 1998/1999 and 2002/03 (ADEA 2007). Countries in Sub – Sahara Africa have been exploring ways of improving the education system in order to achieve the commitment to education for all. Making sure that children are access to free compulsory and good quality basic education is receiving considerable attention from government and aid agencies alike. Among other systems by which certain governments are using to achieve this aim are the abolition of school fees and the school feeding programme.

2.3 Abolition of School Fees and Education, Outcomes

Abolition of school fees, especially at the basic education level has been adopted by many countries as one of the key policy intervention for influencing education outcomes. Fees charged at schools especially public school have been identified as one

of the main barriers of access to education especially among the poor, orphans and vulnerable children within societies (USAID, 2007).

World Bank (2001) conducted by a survey 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.

2.4 Proponent of School Fees Abolition

There are two schools of thought on the abolition of school fees. The argument advanced by proponent of school fees abolition that is school fees and other direct education related cost to households represent a significant obstacle to enrolment of children from poor home to enroll their children in schools and eventually help the country in achieving some of her education related goals.

Malawi represents one of the first countries to adopt the policy of school fees abolition (Al-Samarrai et al., 2006). Other countries in African that have also abolished school fees in the 2000s include Lesotho, Kenya, Tanzania, Zambia and Ghana (Al-Samarrai et al., 2006). As a result of abolishing school fees in Malawi, enrollment rates is reported to have increase dramatically at both the primary and the secondary level and the impact of this increment was very brased in favour of the poor (Al-Samarrai et al., 2006) and





(USAID), 2007. Abolition of the school fees in Uganda nearly led to a doubling in enrolment figures in the year after the abolition. Similar increases in enrolment rates following school fees abolition were also realized in Tanzania in 2001, Lesotho in 2000 and Cameroon in 1999 (USAID 2007). Of utmost importance within these enrolment figures are enrolment rates among the disadvantaged children (girls orphans and children in the rural areas) which experienced rapid increases and thereby widened access to education.

The other school of thought against school fees abolition states that abolishing school fees does contribute to reduction in the direct cost of education but does not necessarily reduce the cost to zero (USAID, 2007). There are other costs aside school fees that are still borne by households.

These costs include those on transportation to and from school, contribution of household to construction of school builds and other management costs, cost of textbooks and other support given to teachers by households.

In line with this argument, the policy should be critically take into consideration the totality of all these costs borne by households and not only school fees.

Abolishing school fees, although identified to have a positive effect on enrolment, may have a negative effect on the quality of education (USAID, 2007). It could be argued that the increase in enrolment figures following school fees abolition are more likely to exceed the available space in schools, teachers and teaching and learning materials in the schools. Malawi for instance, after the abolition of school fees the ratio of pupils to the number of classrooms increased to 119.1, the ratio of pupils to teachers also increased to

62:1 and the ratio of pupils to textbooks increased to 24.1. Similarly expenditure per-pupil fell approximately by 12 per year for primary school pupils (USAID, 2007).

In most instances, the rise in enrolment figure resulting from school fees abolition is likely to increase the number of pupils per teacher or a phenomenal rise in the number of newly recruited and untrained or barely trained teachers.

Anecdotal evidence from Malawi indicate that elimination of school fees reduce the willingness of communities to provide voluntary support for local schools as local leaders interpret abolition of school fees as central government's assumption of full financial responsibility. Voluntary community support is a very important contribution to school especially in the rural and deprived communities.

Generally, fee free public education has been identified as a means by which equity in the provision of equality education can be ensured in African. This is reflected in the goals adopted by Ministry of Education at the 2000 World Education. Forum held in Dakar, which committed governments to ensure that by 2015 all children "have a access to complete free and compulsory primary education of good quality" (World Education Forum, 2000, para 7).

Similarly, the millennium Development Goal (MDG) adopted by the Unity National General Assembly, implicitly enjoin governments to ensure that children "complete a full course of primary schooling Unity Nation General Assembly, 2001 goal 2, target suggesting strongly that abolish school fees is crucial in the meeting the goals of the MDG (United Nations Development programme, 2005, P26).





Furthermore, Non Governmental bodies operating in African tend to acknowledge the strengths in abolishing fees in school. As an example Oxfam International 2005 observe that the case for abolishing user fees for primary education is further exemplified in African countries such as Uganda and Malawi. A 2003 world Bank Report suggest that the introduction of free primary school education in Uganda increased primary school enrolment from 3.6 million to 6.9 million between 1996 to 2001 (P.60). Similarly, the Save the children UK (2002) suggest that the abolishing at primary school fees in Malawi in 1994 resulted in 50% increase in primary school enrolment.

From the foregoing, and consider newspaper reports that the capitation grant has increase pupil enrolment in school, one could be tempted to conclude that the capitation grants would solve the problem of delivery quality education in Ghana. But can this be wholly true? While one cannot refute the positive impact of the capitation grant on the expansive of access to basic school education, it is worth arguing that increased enrolment in school per say does not imply the provision of quality education. Achieving quality in education goes beyond quantitative expansion in the numbers of primary school, increased in number of school building and changes in the structure of our school systems. Challenges of Education in Ghana in the 21st Century edited DEK Amenumey wooly publishing service Accra 2007.

2.5 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.

2.6 Funding Education

In the countries examined, the burden of financing formal education at both primary and secondary level is falling increasingly on family, community and non-state institutions.

However, the examples of cost a Rica and Zimbabwe show that at secondary level, where fees are higher and rising, and where real income are not rising to match, high fees can deter poor families from keeping children at school when they could go out to work. In least-developed countries where the poor can hardly afford to feed their children, even very small fees at primary level are a deterrent.

Sarah Graham-Brown (Education in the developing world-conflict and crises) published in the USA by long man publishing New York © world. University Service (UK) 1999).

2.7 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's study could not establish strong effects of capitation grants implementation on educational outcomes in Ghana.

2.8 Capitation and the Structure of Basic School Enrolment and Progression

To put into perspective the effect of capitation on the evolution of enrolment in basic schools, it is important to examine the enrolment trend before and after capitation came into effect. Overall, the evidence from EMIS enrolment data (from 1980s to 2008) suggests that enrolment have been on the increase (see figure 1 and 2). Population growth is likely to be a contributory factor given that the 5-17 age group shot up rapidly and the absolute size of this group growing by more than 50% between 1991/1992 and 2005/2006. The number of children attending school in 2005/2006 is estimated to exceed the 1991/02 figure by more than three million (see a Rolleston, 2009).



Three main observations can be made from the analysis of primary enrolment. First in absolute terms, enrolment by grade from 1980 to 2008 more than doubled. This growth, however, did not translate into high transition across the primary cycle suggesting that dropout continues to be a fundamental problem of educational participation. Figure I shows that the grade 1 to 6 enrolment “band width” has barely changed over the period, the enrolment ratio is approximately 1.5 for both 1980 and 2008. So although enrolments have improved mainly as a result of population growth progression through to completion of primary school has remained at low levels in nearly 30 years. CGs does not appear to have made any difference even though clearly more children enrolled as a result of this policy in 2005. Examining enrolment trends well before capitation was introduced and after, suggests that, demand side enrolment drive such as EGs only produces tsunami-like enrolment effects. What we see is that dropout by the end of primary 1 has remained largely unchanged and in fact, appears to have worsened slightly (figure 1-gap between the primary one and primary two curves)

2.9 A Critique of Studies on the Impact of Capitation Grant in Ghana

According to Ghana’s EMIS data after CGs had been introduced basic school enrolments increased by an estimated 17% (MOE 55 2007). Using the similar EMIS data, Maikish and Garishbery (2008) reported that CGs made a particularly positive effect on enrolment 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 recent world Bank (2011) reported education in Ghana, the enrolment increased in the first year as a result of CGs was, “almost fully counterbalanced by increasing dropout 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 of dropout and prevalence of average enrolment'' (World Bank 2011. P. 18). This appears to be a much more accurate assessment of the impact of CGs as it factors in dropout and overage enrolment over the period. The issue of the effect of overage on enrolments and potential dropout is discussed on more details later in the paper. It remains a missing element of many analysis of the impact of CGs on enrolments. Evaluation studies tend to focus much more on gross enrolment and use this as an indication of positive impact.

A study by Osei et al. (2009) examined the effects of capitation on education outcomes in Ghana. Using an economic estimation model, they assessed the impact of CGs on enrolment, the Basic Education certificate (BECE) pass rates, and the gender gap. The result showed that CGs had no significant impact on the BECE pass rates, and instead what was more significant was the proportion of trained teachers. On the relationship between CGs and enrolment rates, the study found no significant effect, although'' enrolment did increase over the study period (i.e 2005/2007). Finally, analysis revealed that capitation had no significant effects on bridging the gap between BECE pass rates for males and female. As noted earlier, the sudden increase in enrolments put pressure on existing school facilities and reduce the quality of provision. Without effective planning to accommodate the additional number of pupils' overcrowded classrooms and increase teacher workloads is likely to increase dropout.

Research by the Brookings Institute (2009), showed that capitation disbursement often fall short of what schools expect, while made it difficult for them to execute activities that would improve quality.



The report suggested that some head teacher misappropriate the grants by giving “soft loan” to teachers and exclude SMCs in implementation of planned activities. As noted earlier the mechanism for delivery of CGs to schools risks delays that could limited the intended impact on quality. Striking a balance between procedures to ensure accountability in the use of CGs and ensuring that schools access the funds without delay is a challenge.

A study by the Ghana Centre for Democratic Development (CDD) tracked capitation grants in 30 public primary schools in 2000/09 academic year. Specifically the study tracked the disbursement, management and use of CGs, The report pointed out that CGs would ensure universal access if allocated resources reached schools and was used for their intended purpose. The evidence from the study pointed to poor management and utilization of CGs and noted the following findings as limiting it impact on enrolment.

1. Irregular release of the grants-there appears to be no fixed time period for the release of the CGs from the GES to the district directorate of education (DDE), and from the latter to beneficiary schools.
2. Poor recording keeping of enrolment, this impedes timely release of funds for school improvement activities. It is suggestive of weak school management.
3. Charging levies fees- this appears to happen when there are persistent delays in accessing the CGs – this put pressure on school to fill the funding gap using unauthorized means.
4. Weak or limited capacity to develop school improvement plans, only 17% of schools submit their SPIPs in time for each of the three term of the 2008/09

academic year. The ability of schools to develop good plan depended on their level of capacity.

5. One-sided use of CGs-CGs is mainly expended on sports/culture activities, hygiene insanitation facilities furniture, infrastructural works and teaching and learning material. This list of items that capitation is spent on suggest that schools lack the basic infrastructures that would make them place for effective schooling. Although, what schools spend most of the capitation on is in effect to improve the quality of spends directly on demand driven initiatives that will improve and sustain access 9CDD 2010, p. 5-6).

Overall, much of the empirical evidence on CGs suggest that although it has contribute to increasing school enrolments, its administrate has been brought with difficulties that hares limited the full impact. There are also questions about the effect of internal efficiency on sustained demand. To understand this before, it is necessary to examine patterns of grade- specific enrolment and age- specific participation before and after capitation was introduced. Doing so has the potential of understanding the effect of overage on participation and dropout.

2.10 Fee-free Basic Education in Ghana, Developments and Progress

Before the again of independence in 1957, a number of policies had been introduced to improve access to public primary education. Under the colonial government of Sir Gordon Guggisberg from 1919 to 1927, financial assistance was given to church missionary organizations to expand access although education was not compulsory and free. Fire of Guggisbery sixteen principles for education development outlined the vision and strategy for education expansion.



1. Principle 1: primary education must be through and be from the bottom to the top.
2. Principle 4: equal opportunities to these governments of boys should be provided for the education of girls.
3. Principle 13: education cannot be compulsory and free.

4 Principle 14: There should be cooperation between the government and the mission and the latter should be subsidized for educational purposes 5 principle 15: The government must have the ultimate control of education throughout the Gold Coast (colonial name of Ghana) [William and Kwanen-Poh 1975]: emphasis added).

Basically, education provision was to be a shared responsibility between government and citizens (principle 13), but also with government subsidizer the private sector (principle 14), paying teachers' salaries and supplying curriculum materials for both state and church run school. After the Guggishery plan was a 20-year education programme which aim to achieve universal primary education in 25 years (from 1945-1970)- a plan that was not achieved party because education was still not free.

The next major initiative was the 1951 Accelerated Development plan (ADP) which revoked Guggishergs 13 principle and introduced tuition-free and compulsory primary education for all. After independence the new government introduced the 1961 education Act section 21 of which prohibited the payment of tuition fees of public primary middle or special schools. Parents were required to pay essential works and stationary materials for practical work.





Two major reforms in 1987 and 1995 (free compulsory universal Basic education FCUBE) redefined basic education as comprising primary and junior secondary for all school. FCUBE also emphasized the importance of improving quality to improve demand, and although both FCUBE and the 1987 education reforms improved participation in education, improving quality remained harder to achieve (World Bank 2004) the nation of free education generated public debate as to what this meant. Some interpreted that to mean that all costs associated with basic education would be free. However the GES explained that the government would provide free tuition, text books teaching and learning materials and subsidises the cost of exercise book and the Basic Education certificate examination (BECE) fees for both public and private candidates , Ministry of education /GES, 2001). Parents however were expected to pay other fees. The GES allowed PTAs to levy parents for school dep't activities, on condition that schools bought clearance from either the SMC's, District education oversight committee (DEOC) or District Assemblies to avoid excessive charges being imposed. But this effectively opened the backdoor for schools to introduce ancillary fees. In some districts, head teachers came under intense pressure to collect Lories with the consequence that children were to sent home when parents failed to pay imposed Lories, as this particular case illustrate.

“Some head teachers in the Akorpim North District of the Eastern Region for instance descried a system whereby an embryo is placed on a head-teacher's salary if he/she fails to collect and pay the embryo operated through an instruction to the particular head-teacher's Bank instructing them to with hold payment of his/her salary until further notices.....the negative consequence, however is that since all pupils, especially in

the rural communities are not able to settle their bills immediately schools reopens, the head teacher is often compelled to source funds and pay up on behalf of the pupils so as to avoid his/her salary being under embargo to retrieve hi/her money, the head teacher (had) no option but to send the pupils out of school to comply their parents to pay up. This, the head teachers admit, often result in some pupils staying away from school the rest of the school term, and in some few cases, some pupils never return to school; they forever become dropout” (MOE/GES 2001. P. 42).

By allowing school to levy parents for items such as registration fees, uniforms, textbooks etc. FCUBE had effectively made basic education not entirely free from the point if view of many parents. In truth, the leaves were a way of schools making up for the reduction in public funding of education (World Bank, 2010). Although both reforms reversed the deterioration of the education system and increase enrolment rake by over 10% in fifteen years, quality deteriorated and some level of fees persisted and altogether weakened demand from the poorest households (World Bank, 2004).

As a further step to improve demand the government introduce Capitation Grants (CGs) relieve parents of the burden of paying fees charges by schools. CG was piloted in 40 deprived districts in 2004 and scaled-up in 2005. Currently, each school receives on average \$6 per enrolled child. Capitation was to give schools the necessary funds to improve teaching and learning, give support to needy students and introduce school basic in service training (GES, 2005).

To access the fund, schools are required to provide enrolment figures and a school performance improvement plan (SPIP) with details of how the fund would be used to achieve stated goals.

The SPIP is prepared by the school head and staff and expected to be approved by the SMC to cover the whole academic year but broken down as trimesters. To access the funds, the school has to submit their SPIPs to the district education office for approval before it is released into the school's bank account. 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 account for the use of the grant.

On the ministry of education side, it makes a prospective estimate of enrolments in each school at the beginning of the academic year based on the district GER. This estimate is used to transfer 50% of the capitation funds via the district to the school at the beginning of the first term. Later transfers for the first term are dependent on the submission of returns on the actual enrolment for the school in the course of the term.

For the second and third terms, funds are expected to be transferred based on the enrolment levels established in the first term. This implies that if a dropout enrolls in 2nd and 3rd term the school does not receive capitation for that child until the following year. These steps may be intended to ensure accountability but may cause delays in the timely release of capitation funds if schools do not provide a credible plan on time or need to resubmit them to address queries from the district. If the full CG amount is not received or the amount received is less than what has been budgeted for, this will undoubtedly set



limits on what school can achieve with respect to their SPISs. According to guidelines for administering the grant, school can sue their grants for the following.

- Provision of teaching and learning materials
- School management (including T &T and stationary)
- Community and school relationship
- Support to reedy pupils
- School and cluster base in-service training
- Minor repairs
- Payment of sports and cultural levies (to be approved nationally).

2.11 Policy Frame Work

Since 1951, Ghana has and especially after independence in 1957 made important stride in its education system. The system as it is now is the result of major policy initiatives in education adopted by both present and past government. Some of the laws, policy documents and reports, like the Free Compulsory Universal Basic Education Programme [FCUBE] (1996) have helped in meeting its educational needs and respirations of the people to some extent. Article 38 of the 1996 constitution of Ghana requires the government to provide access to Free Compulsory Universal Basic Education (FCUBE) and depending on resource availability, to senior secondary, Technical and tertiary education and lifelong learning. In recent times the government's commitment toward achieving her educational goals has been expressed in the following policy framework and report.





1. Ghana Poverty Reduction strategy- 2002-04 (GPRS February, 2002).
2. Education sector Policy Review Report (ESPRR August, 2002).
3. Education Sector Review (ESR October, 2002) and the government's White Paper on the report (2004).
4. Meeting the challenges of education in the 21st Century. (the report of the president's commission on review of Education Reform in Ghana ERRC, October, 2012).
5. Education for all (EFA, UNESCO, Dakar 2000 international paper).
6. The Education Strategic Plan (ESP) covering 2003-2015.

In 2006 Ghana started the implementation of its second Growth. Poverty Reduction Strategy II (GPRS II) is very much focus on developing Ghana to the status of a middle income country by 2015. Developing to human resource is one of the main thematic areas of the GPRS II, which emphasizes the creation of competent manpower for development of the country whereby education obviously plays significant role. The GPRS II not only aim to meet the MDGs but also to strengthen the quality in basic education, improve equality and efficiency in its delivery of education service and bridging the gender gap regarding access to education. The Education Strategic Plan (ESP) which came out in 2003 and focused on the period between 2003 and 2015 is base on the Poverty Reduction Strategy and operates within the framework of a sector Wide Approach for education, which is Ghana, is partly situated within the multi-Donor Budget Support (MDBS) framework.

The ESP provide the roadmap and framework for achieving the education related MDGs.



The strategy framework of the Education Strategic Plan 2003-2015 is basic on four main areas, Equitable Access to Education, Quality of Education Educational Management and science, Technology and Technical and Vocational Education (TVET). The ESP has ten policy goals including increasing access to and participation in education and training improving the quality teaching and learning for enhanced pupil/student achievement, promoting good health and environmental situation in schools and institutions. In 2004, the government of Ghana came out with a White Paper on Education Reform. The White Paper on Education Reform outlines a portfolio of reforms and objective spanning the entire education sectors which are to be implemented from 2007 and have major target identified for 2015 and 2020. The key objectives of the White Paper reform are two folds. The first is to build upon the ESP commitment and ensure that all children are provided with the foundation of high quality free basic education. The second is to ensure that second cycle education is more inclusive and appropriate to the need of young people and the demands in the in the Ghanaian economy.

With the reform basic education will be expanded to include two years of kindergarten as well as the existing six years of primary and three years of Junior High School (JHS). The entire basic cycle will be free and compulsory and will be supported in full by government. The over target is 100% completion rates for male and female pupils at all basic schools level by 2015.

Building on the ESP indicators and its targets the education reform proposal have identified new areas of focus and targets which will hopefully facilitate the achievement of the education sector goals. As a result of the government White Paper on education



Reform, some of the education sector target in the year 2015, are to be achieved earlier within the period of 2012. For instance the gross Admission Rate for entry into primary one which originally in the ESP was to reach 100%, by 2010, was achieved 12 2006/2007 academic year. Similarly primary 6 completion rate which was to reach a level of 100% by 2015 is now to be achieved by 2012.

Gross enrollment for primary education is now scheduled to reach 107.4% by 2012 in order to achieve Universal Basic completion of course content by the end of 2015. It could be argued that although Basic education in Ghana is from kindergarten to Junior High School spanning the age group 4 to 15 years, this will focus on the six years of primary education only. In assessing whether Ghana is on track to achieve and sustain Universal Access to quality primary education, only the six years of primary education will be taken into account.

2.12 Arguments against School Fees Abolition

The other school of thought against school fees abolition states that abolishing school fees does contribute to reduction in the direct cost of education but does not necessarily reduce the costs to zero (USAID, 2007). There are other costs, aside school fees that are still borne by households.

These costs include those on transportation to and from school, contribution of households in construction of school buildings and other management costs, cost of textbooks and other support given to teachers by households. In line with this argument, any intervention should critically take into consideration the totality of all these costs borne by households and not only school fees.



Abolishing school fees, although identified to have a positive effect on enrolment, may have a negative effect on the quality of education (USAID, 2007). The increase in enrolment figures following school fees abolition are more likely to overwhelm the available supply of schools, teachers, and education materials available within schools. In Malawi for instance, after the abolition of school fees, the ratio of pupils to classroom increased to 119:1, the ratio of pupils to teachers also increased to 62:1 and the ratio of pupils to text books increased to 24:1. Similarly, expenditure per-pupil fell approximately by \$12 per year for primary school students (USAID,2007).In most instances, the rise in enrolment figures resulting from school fees abolition is likely to increase the number of pupils per teacher or a phenomenal rise in the number of newly recruited and untrained or barely trained teachers. This is likely to affect the quality of teaching in the classroom.

Anecdotal evidence from Malawi indicates that elimination of school fees reduces the willingness of communities to provide voluntary support for local schools as local leaders interpret abolition of school fees as central government's assumption of full financial responsibility. Voluntary community support is a very important contribution to schools especially in the rural and deprived communities.

2.13 Education Policy Framework in Ghana

The 1992 Constitution of the Republic of Ghana under Article 25 (1) guarantees the right of all persons to equal educational opportunities and facilities by ensuring free, compulsory and universal basic education. The provision under the Constitution also ensures that secondary and higher education shall be made available and accessible to all by every appropriate means, and in particular, by progressive introduction of free

education. Functional literacy is also ensured under the constitution and provision is made for resourcing schools at all levels with adequate facilities.

Aside the constitutional provisions, the Ghana Poverty Reduction Strategy (GPRS) II recognizes education as the key to moving the country towards a middle income status by 2015 and as a result, identifies the development of human capital as one the three thematic areas of the plan.

Aside aiming to meet goal 2 of the MDGs, the GPRS II also aims to strengthen the quality of education especially at the basic level, improve the quality and efficiency in the delivery of education services and bridge the gender gap in terms of education access in the country. In 2003, the Education Strategic plan (ESP) based on the Poverty Reduction Strategy came into force and it covered the period 2003-2005. The Strategic Plan operated within the framework of a Sector Wide Approach (SWAp) for education and this was situated partly within the multi-donor budgetary support (MDBS) framework (Adam-Issah et al., 2007). The ESP which provided the framework or roadmap for achieving the education related MDGs was based on four key areas: equitable access, education management and Science and technology and Vocational education.

There were ten policy goals to the ESP and this covered increasing access to and participation in education and training, improving the quality of teaching and learning for enhanced pupil/student achievement, promoting good health and environmental sanitation in schools and institutions, among others. The Government of Ghana in 2004 came out with a White Paper on Education Reforms which outlines reforms and objectives spanning the entire education sector. This catalogue of reforms and objectives are to be implemented from 2007 and the major targets identified are to be realized in





2015 and 2020. The White Paper on Education Reform has two key objectives. First it builds on the commitments of the ESP as well as ensures that high quality education is provided to children at the basic level. Secondly, it aims at ensuring that all second cycle education is made more inclusive and appropriate to the needs of young people and the demands of the Ghanaian economy (Ministry Of Education Science and Sports [MOESS], 2005).

Under the Government of Ghana White Paper on Education Reform, basic education was expanded to include 2 years of kindergarten as well as the existing 6 years of primary education and 3 years of Junior High School education. The entire basic education will continue to be free and compulsory and will receive highest priority of all sub-sectors. The White Paper also pledges the government's full support for basic education funding. The central target is to reach 100percent completion rates for both males and females at all basic levels by 2015.

The White Paper in building upon the ESP indicators identifies new areas which will facilitate the achievement of the education sector goals. As a result, some of the education sector targets in the ESP due to be achieved in the year 2015 are set to be achieved earlier in 2012. For instance, in relation to the Greater Accra Region entry into Primary 1, was originally projected to reach 100 percent by 2010 in the ESP, had been revised and was now expected to be achieved in 2006/2007. Also, Primary 6 completion rate originally expected to reach 100 percent by 2015 is now expected to be achieved by 2010. Finally, Gross Enrolment for Primary education is now scheduled to reach 107.4 percent by 2012 (MOESS, 2006).

2.14 Policy Strategies Adopted

The following are the various policies adopted in the educational sector.

2.14.1 The Capitation Grant Policy

In recent years, there has been a worldwide momentum in which more developing countries are moving to sustain and reinforce the renewed progress toward Universal Primary Education through bolder, accelerated and scaled strategies school fees abolition is becoming increasingly acknowledged as one of these strategies and as a key measures to achieving children's right to education. In view of this the World Bank and UNCEF in 2005 launched the school fees Abolition initiative which aim at disseminating lessons of experience countries that have abolished fees and provide context specific advice to countries that are seeking to do so.

Experience in several countries shows that the private costs of schooling are a major barrier that prevent many children from accessing and completing quality basic education.

They are especially burdensome in countries where poverty imposes tough choices on families and households about how many and which children to send to school and for how long. School fees represent a regressive taxation on poor families and the enrolment of poor, excluded and vulnerable children is very sensitive to fees even when these are small

School fee abolition is not just about "tuition fees" (which do not necessarily constitute the main bulk of fees), School fee abolition must take into consideration the wide range of the costs of schooling to families and households.



This means any direct and indirect costs/charges (tuition fees, costs of text books, supplies and uniforms, PTA contributions, costs related to sports and other school activities costs related to transportation, and contributes to teachers salaries) as well as opportunity costs and other burdens on poor families. Countries that have taken bold steps to eliminate school fees and other indirect education costs saw a surge in total enrolment in the following the abolition – 11% in Lesotho (2001), 12% in Mozambique (2005), 14% in Ghana (2006), 18% in Kenya (2004), 23% in Ethiopia (1996) 23% in Tanzania (2002), 26% in Cameroon (2000) 51% in Malawi (1995), and 68% in Uganda (1998) (ADEA 2007).

2.14.2 Capitation Grant Application (School Fee Abolition) in Ghana

The government of Ghana implemented the free compulsory Universal Basic Education (FCUBE) programme in 1996. This implied that there was going to be a cost sharing scheme to cover non-tuition fees determined to get children into school under which parents were expected to bear limited expenses. More importantly no child is to be returned away for non-payment of fees. It is sad to note that this initiative did not work. Although Ghana's school enrolment rate are high as compared to some other African countries, a persistent 40% of children between 6 and 11 years age remained out of school as of 2003 (Adam-Issah et al., 2007)

One of the main reasons why these children did not attend school was that their parents could not pay the levies charged by the schools.

Despite the policy of fee –free tuition in basic school many districts charged levies as a means of raising funds, for example for school repairs, cultural and sporty activities.



This had the effect of deterring many families, particularly the poorest, from sending their children especially girls to school.

To meet the millennium Development Goals (MDGS) for education and national targets as established in the 2003-2015 Education Strategies Plan (ESP), the Government took a bold step by abolishing all fees charged by schools and also provided schools with a small grant for each pupil enrolled. The programme was first piloted with the World Bank support in Ghana's 40 most deprived districts in 2004 (USAID, 2007). Overall enrollment rose gains for pre-school were particularly significant (over 36%) This success led to the nationwide adoption of what is now known as the "Capitation Grant" system in the early 2005. Under this system, every public kindergarten, primary and Junior High School receives a grant of GH¢4.50 per pupil per year. School were not permitted to charged any fees from parents

2.15 Impact of Capitation Grant on Education Outcomes

The decision to replace school fees with capitation grants has yielded some dividends by impacting positively on many enrolment related figures during the 2005/06 school year. Some of the benefits that are highlighted by a UNICEF working paper in 2007 are as follows.

1. Primary school gross enrolment rose by nearly 10 percent bringing total primary enrolment to 92.4 percent nationwide. Primary net enrolment increased from 62 percent to 69 percent.
2. Every region in the country experienced a rise in enrolment; northern region where rates were lowest experienced the largest increase.



3. Over all enrolment in the basic school increased by 16.7 percent in the 2005/06 school year compared to 2004/05. Enrolment of girls increased slightly more than that of boys (18% vs 15.30%).

2.16.1 Possible Challenges: Capitation Grant in Ghana

Critics of the capitation grant argue that this strategy may not have the desired impact on the quality of education. The quick high increase in enrolment experience from most of the countries that have adopted the school fee abolition raises questions about its impact on the quality of education: It is argued that when classes become too large or over crowded and resource (human and other educational resources) are not increased proportionately the result can reverse hard-earned gains and de-motivate teachers, parents and pupils. Enrolling children in school is one thing but keeping there in attendance is the more important challenge. Furthermore, in most sub-Saharan African countries like Ghana, quality of education is generally low to start with and any deterioration in the condition of learning resulting from a surge in enrolment is likely to have a dramatic negative effect on completion and achievement.

The Ghana education service (GES) has indicated that the capitation grant scheme is not devoid of challenges. Some of the challenges identified by the GES include the following:

- ❖ Increase demand for additional classrooms
- ❖ Demand for teachers
- ❖ Demand for additional text books and other teaching and learning materials.
- ❖ Difficulty of sustain community participation



- ❖ Revision of the capitation grants and proportion between K.G, Primary JHS or between boys and girls.
- ❖ Even though actual release of funds has been smooth and effective, timely release of funds to the districts and schools remain an issue.
- ❖ Inadequate level of transparency at school levels.



CHAPTER THREE

METHODOLOGY

3.1 Introduction

This chapter seeks to describe in detail the method used for the study. It also describes the research design, data collection, population sample and sampling procedure, the research instruction as well as data analysis

3.2 Research Design

The descriptive survey design was employed in the study which also assessed the impact of capitation grant on enrolment and performance of pupils in the basic education school in Sagnarigu district in Ghana. The major methods the researcher used to gather data were purposive sampling techniques questionnaires and unstructured interview.

3.3 Data Collection

The researcher employed both primary and secondary sources of data were collected for the study. The primary data used were those that were collected from the District Education Officers and the Head-teacher, and teachers, the secondary sources were collected from directories of Ghana Education Service online, journals and also books.

3.4 Population of the Study

The research was carried out in Sagnarigu District of Northern Region of Ghana. The population for the study constitutes all the entire Basic Schools in Sagnarigu Ghana. This was made up of the District Director, head teacher and teachers.





3.5 Selection Sample and Technique

The sample was made up of teachers, head teacher and the District Director of Education. A sample size of 150 comprising the 1 District Director, 8 Head teachers and 141 teachers contacted for this study. A purposive sampling technique was employed for this research

3.6 Research Instrument for Data Collection

The researcher designed questionnaire to collect data from head teachers, teachers and the District Director of Education. Other information was also solicited from the District Director of Education and teachers of the selected Basic school through interview

3.7 Pre –testing of the Instrument

The main research instruments used for the study were the questionnaire and the unstructured interview. The questionnaire and the unstructured interview schedule were used to capture the views of the respondents concerned, the questionnaire and unstructured interview were used to enable administration of the items for the study. The researcher explained the details of the questionnaire to the respondents thoroughly in order to prevent respondents skipping, avoiding or giving wrong information to certain pertinent questions

The purpose was to help the respondents to understand the whole content of the questionnaire and to do away with ambiguities, suspicious, partiality and also to be able to provide independent opinions and views. The researcher established a good rapport with respondents throughout the distribution and collection period to enable item be at

ease and comfortable to give independent and accurate information. Questionnaires were finally refined before its final administration to respondents.

3.8 Data Analysis Plan

The data collected were statistically analyzed with the help of Statistical Package for Social Science (SPSS). Representation like table, histograms and pie-chart were used to ensure easy and quick interpretation of data. Data from completed questionnaires were checked for accuracy and consistency. The responses of the various respondents were edited, coded and converted into frequencies. The open ended questions were grouped based on the respondents. T-test was used for each objective.

3.9 Reliability and Validity of Results

The following activities or measures were employed in order to strengthen the reliability of the research.

The first measure, the researcher took was to ensure that the objectives set were in conformity with the research questions. Literature reviewed covered both the objectives and the research questions

Secondly, special interviews were held with respondents who had sufficient knowledge in the area of study. In addition to the above, before interviews were conducted, three meetings were held to establish good human relations with the respondents which as a result, made the respondent feel more comfortable give independent and accurate information which can be trusted or relied on.



CHAPTER FOUR

PRESENTATION AND ANALYSIS OF RESEARCH RESULT

4.0 Introduction

This chapter deals the analysis of data on the impact of capitation grant on school enrolment and academic performance of pupils. The focal point is to examine the impact the capitation grant has made on the enrolment and performance of pupils at the basic school level in Sagnarigu District. The analysis looked at demographic characteristics of respondents such as age, sex, Academic qualification of respondents.

4.1 Gender Distribution of Respondents

From Table 4.1, about more than half (53 per cent) of the respondents interviewed were male; while the remaining 47 per cent constituted the female. The results also portrayed that about 53.2 per cent of the teachers interviewed were male.

The study further indicated a gender ratio of 1.1:1. This shows that there was no gender dominance in the service

Table 4.1: Gender Distribution of Respondents

Sex	Frequency			Total	Percentage (%)
	Head teacher	Teacher	Director		
Male	4	75	1	80	53%
Female	4	66	0	70	47%
Total	8 (5%)	141(94%)	1(0.6%)	150(100%)	100%

Source: Field Survey, February 2016.



4.2 Age Distribution of Respondents

The ages of the respondents were within the range of 18 and 45 years. The study results in Table 4.2 revealed that about 95 per cent of the respondents interviewed were between the ages of 26 and 45 years. The youth constituted about 5 per cent of the teachers interviewed.

Table 4.2 Age Distribution of Respondents

Age Group	Frequency			Total	Percentage (%)
	Head teacher	Teacher	Director		
18-25	0	7	0	7	4.7%
26-35	1	77	0	78	52%
36-45	7	57	1	65	43.3%
Total	8 (5%)	141(94%)	1(1%)	150(100%)	100%

Source: Field Survey, February 2016.

4.3 Academic Qualification of Respondents

Table 4.3 indicated that about 71 per cent of respondents sampled had university degree; while 21 per cent of them had diploma in Basic Education, and only 4 per cent had teacher certificate 'A'. The study further revealed that 3.3 per cent had master degree. On the whole about 70 per cent of the teachers interviewed had degree, and interestingly, it was the classroom teacher who had master degree (3 per cent).



Table 4.3 Academic Qualification of Respondents

Educational Level	Frequency			Total	Percentage (%)
	Head teacher	Teacher	Director		
Masters	0	5	0	5	3.3
Degree	8	98	1	107	71.3
Diploma	0	32	0	32	21.3
Certificate	0	6	0	6	4
Total	8	141	1	150	100

Source: Field Survey, February 2016.

4.4 Class Taught by Teachers

From Table 4.4, about 14 per cent of the teachers sampled were teaching at primary six; while 8 per cent of them taught primary one. The study further revealed that about 75 per cent of head teachers were teaching in addition to their administrative duties. In addition, 48 per cent of the teachers taught at the Junior High level

Table 4.4 Class Taught by Respondents

Class Taught	Frequency		Total	Percentages (%)
	Head teacher	Teacher		
Class 1	0	12	12	8.2
Class 2	0	8	8	5.4
Class 3	0	12	12	8.2
Class 4	0	12	12	8.2
Class 5	1	9	10	6.8
Class 6	0	20	20	13.6
JHS	5	68	73	49.6
Total	6	141	147	100

Source: Field Survey, February 2016.





4.5 Effect of Capitation Grant on Enrolment of Pupils

In order to determine the effect of capitation grant on the enrolment of pupils in the district, some statements were presented to the respondents to express their feeling about those statements. As indicated in Table 4.5, 50 per cent of the respondents interviewed agreed that the introduction capitation grant had increased enrolment, and about 31 per cent of them also strongly agreed to the same statement. However, about 7 per cent of the respondents were uncertain about the statement; while 10 per strongly disagreed to it.

The study further revealed that 47.3 per cent of the respondents agreed that capitation grant had increased the chances of girls to education, and 17.3 per cent also strongly agreed to the same statement. However 16 per cent, 17.3 per cent and 2 per cent of the educationist sampled were uncertain, disagreed and strongly disagreed to the statement respectively.

Furthermore, 52 per cent of the sampled respondents agreed that capitation grant had bridged the enrolment gap between children from poor and rich homes; while 20 per cent disagreed to the statement. Also 33 per cent of the strongly agreed that capitation grant had encouraged parents to send their children to school; while 40 per cent also agreed to the statement. Besides, 48 per cent of respondents sampled disagreed that capitation grant (CG) covered all expenditure in the school; while approximately 23 per cent also strongly disagreed to the same statement. However 14 per cent agreed to the statement and about 11 per cent were uncertain to it.

The results also indicated that 50 per cent of the respondents interviewed disagreed that CG took care of the needy pupils in the school; while 32 per cent of them agreed to the statement.

On whether CG had made classroom comfortable for pupils, 32 per cent the respondents agreed to the statement; while 36 per cent disagreed. Furthermore 38.7 per cent of the respondents agreed that CG had made teaching and learning enjoyable; while 34.7 disagreed to it. Besides, 40 per cent of the respondents interviewed agreed that CG had made parents/guardians to send their girl-child to school; while 23.3 per cent disagreed to the statement. However, 16 per cent were uncertain.

The results further indicated that approximately, 53 per cent of the respondents agreed that poor parents/guardians were encouraged to send their girl-child to school as a result of the introduction of CG; while 19.3 per cent disagreed. About 45 per cent also agreed that CG had reduced drop-out in schools; while 23.3 per cent disagreed to the statement.

With regard to CG improving attendance of teachers, 37 per cent disagreed; while 16 disagreed. However 24.7 per cent were uncertain whether the introduction of CG had improved teacher attendance.



Table 4.5: Effect of Capitation Grant on Enrolment of Pupils

Statement	Percentages (%)				
	Strongly Agree	Agree	Uncertain	Disagree	Strongly Disagree
has made enrolment increase;	31.3	50.0	6.7	10.0	2.0
Capitation grant increases the chances of girls to education;	17.3	47.3	16.0	17.2	2.0
Capitation grant bridges the enrolment gap between children from poor and rich homes.	20.0	52.0	8.0	16.0	4.0
Parents are encouraged to send their children to school	33.3	40.0	10.7	10.7	5.3
Capitation grant covers all expenditure in school	4.0	14.0	10.7	48.0	23.3
Capitation grant takes care of the needy pupils in the school	8	24.0	17.0	38.0	13
Capitation grant has made classroom comfortable for pupils	6.0	32.0	11.3	36.0	14.7
Capitation grant has learning and teaching enjoyable	6.0	38.7	13.3	34.7	7.3
Capitation grant has made parents/guardians to send their girl-child to school	15.3	40.0	16.0	23.3	5.3
Boys and girls enjoy equally the capitation grant	15.3	49.3	15.3	16.7	3.3
Poor parents or guardians are encourage to send the girl-child to school	17.3	52.7	8.0	19.3	2.7
Capitation has reduced drop-out in school	11.3	45.3	15.4	23.3	4.7
Capitation grant has improved teachers' attendance	8.7	16.0	24.7	37.3	13.3

Source: Field Survey, February 2016





Research Question: Has the introduction of the capitation grant increased the enrollment in basic school in the Sagnarigu District?

Ho: There is no significant difference between capitation grant and increase in enrolment in basic schools.

To illustrate the research question and to examine the null hypothesis above, dataset from the questionnaire analyzed and the findings are summarized in Table 4.6 and Table 4.7. From Table 4.6, the overall mean score is 2.23 (SD=1.07). The mean score is in the range of ‘Agree’ to ‘Strongly Agree’. This shows that respondents of this study who were teachers, head teachers and district director strongly agreed that capitation grant increased enrolment since its inception. From Table 4.7 the value of $t=1.88$ ($p=0.010$) shows that there significant difference between capitation grant and increased in enrolment.

Table 4.6: Effect of Capitation Grant on Enrolment of Pupils

Statement	Percentages (%)					Mean Score	SD
	SA	A	U	DIS	SD		
has made enrolment increase;	31.3	50.0	6.7	10.0	2.0	2.01	0.99
Capitation grant increases the chances of girls to education;	17.3	47.3	16.0	17.3	2.1	2.39	1.03
Capitation grant bridges the enrolment gap between children from poor and rich homes.	20.0	52.0	8.0	16.0	4.0	2.32	1.09
Parents are encouraged to send their children to school	33.3	40.0	10.7	10.7	5.3	2.15	1.16
Overall Mean Score						2.23	1.07

SA=Strongly Agree, A=Agree, U=uncertain DIS=Disagree, SD=Strongly Disagree

Table 4.7: T-Test Results

Gender	N	Mean Score	SD	t	P
Male	80	2.48	1.147	1.88	0.010
Female	70	2.14	0.997		

Source: Field Survey, February 2016

4.6 Changes Observed Since the Introduction of Capitation Grant

From Table 4.8, about 63 per cent of the respondents interviewed had observed increased in enrolment since the inception of CG; while approximately 21 per cent also observed decreased in enrolment since its inception. However, 11.3 per cent and 4 per cent had observed improved academic performance and improved pupil-teacher ratio since its inception respectively. This finding contradicted with the study findings of (Robert Darko et al. (2009) who noticed the most significant reduction in pupil-teacher ratio over the period between 2005/2006 in the three Northern Regions (Northern, Upper East and Upper West).

Table 4.8: Changes Observed Since the Introduction of Capitation Grant

Observation	Frequency	Percentages (%)
Increased Enrolment	95	63.3
Decreased Enrolment	32	21.3
Improved Academic Performance	17	11.3
Improved Pupil-teacher Ratio	6	4.0
Total	150	100.0

Source: Field Survey, February 2016

4.7 Facilities Supported by Capitation Grant

As indicated in Table 4.9, about 93 per cent of the respondents sampled were of the believe that CG had supported other facilities/activities such as organizing field trips,



purchasing of teaching aids and sports equipment, health bills and payment of culture and sport levy. However, 4.7 per cent had contended that CG had been used to provide uniform for needy pupils; while 2 per cent of them said CG had been used to provide food.

Table 4.9: Facilities Supported by Capitation Grant

Facilities	Frequency	Percentages (%)
Food	3	2.0
Uniform	7	4.7
Others	140	93.3
Total	150	100.0

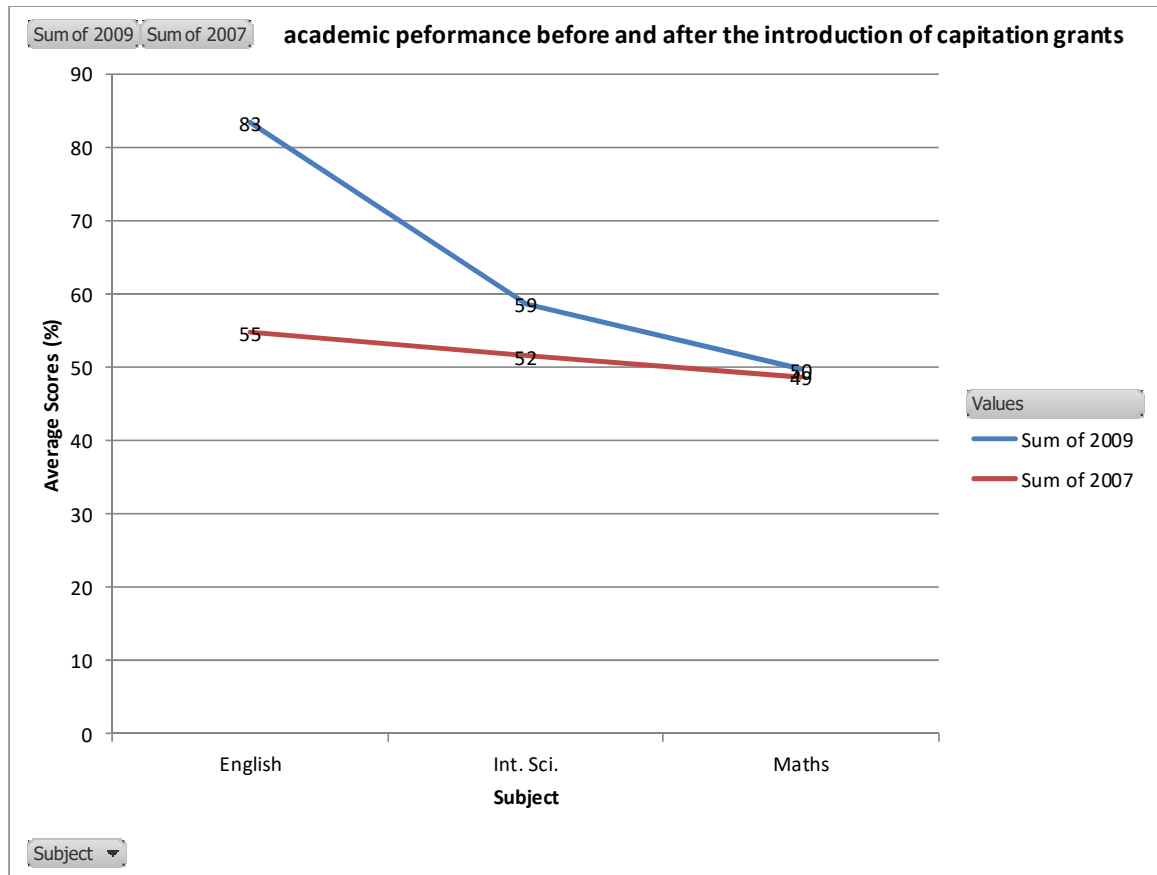
Source: Field Survey, February 2016

4.8 Impact of capitation grant on academic performance of pupils at the Basic level

In order to assess the affect of CG on academic performance of pupils, the study looked at the performance of pupils in three core subjects namely, Mathematics, English Language and Integrated Science between the periods 2007/2009. As indicated in Figure 4.1, they had been 28 per cent increased in performance in English Language average score, and 7 per cent increased in performance with regard to Integrated Science. Interestingly, the introduction of CG had increased pupils performance in Basic Education Certificate Examination by 1 per cent.



Figure 4.1: Impact of capitation grant on academic performance of pupils at the Basic level



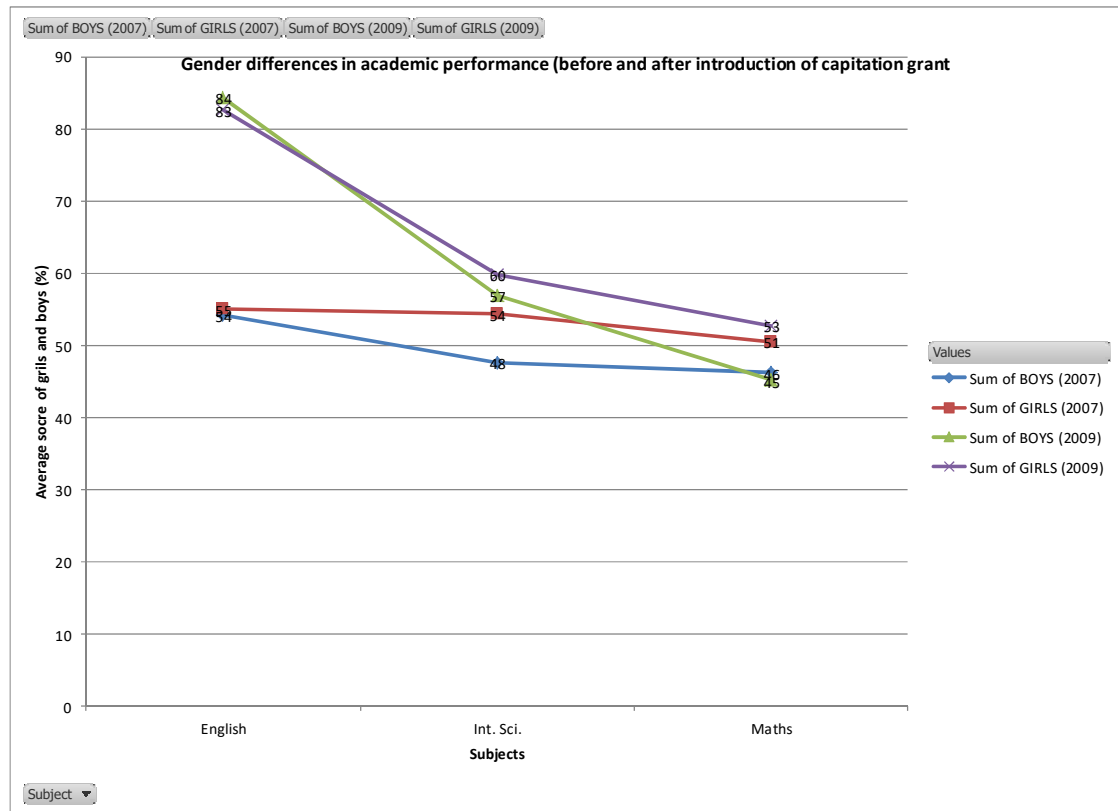
Source: Field Survey, February 2016

4.9 Difference between boys and girls academic performance before and after capitation grant

Figure 4.2 shows the difference boys and girls in academic performance before and after capitation grant. The results indicate that girls (2% more) performed better than boys (1%) in Mathematics; while boys performed better than girls in other core subjects Integrated Science (9% as against 6%) and English Language (30% as against 28%).



Figure 4.2: Difference between boys and girls academic performance before and after capitation grant



Source: Field Survey, February 2016

Research Question 2: What is the difference between boys and girls academic performance before and after the introduction of the capitation grant?

Ho (2): There is no significant difference between boys and girls academic performance before and after the introduction of capitation grant.

From Table 4.10, the t-statistics value (-0.46) is less than the t-Critical two-tail value (2.26). That is $(-0.46 < 2.26)$. Therefore the null hypothesis is retained. The observed difference between the samples means (59.67-55.17) is not convincing enough to say



that the average performance between boys and girls in the three score subjects before and after the introduction of capitation grant differs significantly. In effect there is no significant difference between boys and girls academic performance before and after the introduction of capitation grant.

Table 4.10: T-test: Two-Sample Assuming Unequal Variances

	<i>Variable</i>	<i>Variable</i>
	<i>1</i>	<i>2</i>
Mean	55.67	59.17
Variance	214.67	134.17
Observations	6	6
Hypothesized Mean Difference	0	
Df	9	
t Stat	-0.46	
P(T<=t) one-tail	0.33	
t Critical one-tail	1.83	
P(T<=t) two-tail	0.66	
t Critical two-tail	2.26	

Source: Field Survey, February 2016

4.10 Capitation Grant and Enrollment in Basic Schools in the Sagnarigu District

Table 4.11 depicted the enrolment of pupils in basic school in Sagnarigu district between 2003/2004 and 2008/2009 academic years. The total enrolment for 2003/2004 and 2004/2005 academic years were 85,527 and 87,688 pupils respectively and increased to 92,820 pupils in 2005/2006 academic year after the capitation policy was introduced, and therefore maintained the general burgeoning up to 2007/2008 academic year. However, the enrolment declined by 5.6% in 2008/2009 academic year. The reason



given for the decline in enrollment in this period was that some pupils were forced into financial situations in which they need to work to bring an income that can support themselves and the family.

Table 4.11: Capitation Grant and Enrollment in Basic Schools in Sagnarigu District

Academic Years	Basic Schools			Total
	Kindergarten	Primary	Junior High	
2003/2004	16007	51092	18428	85527
2004/2005	16933	51338	19417	87688
2005/2006	17905	54266	20649	92820
2006/2007	22358	56770	22358	101486
2007/2008	23715	60875	24888	109478
2008/2009	24952	53390	24952	103294

Source: Field Survey, February 2016

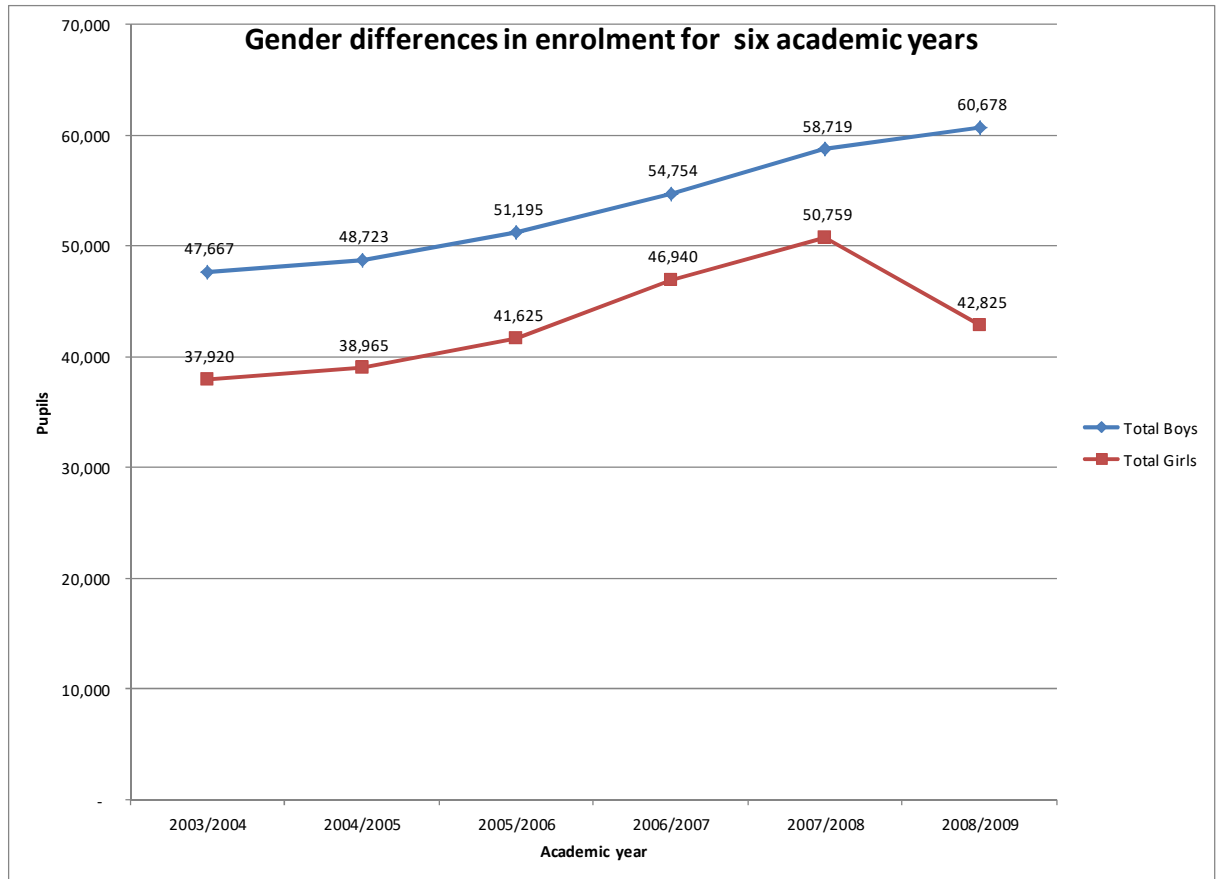
4.11 Difference between Boys and Girls School Enrolment before and after

Capitation Grants

Figure 4.3 depicts the enrolment by academic years by gender. Among the boys, the enrolment rises slowly across the first two academic years. The enrolment of boys continues to increase up 2007/2008 academic years. It however reached its maximum in 2008/2009 academic year. Among the girls also, enrolments were quite similar to the boys in the first two academic years. It rose sharply across the academic years and reached its maximum in 2007/2008 academic year. It was however dropped sharply by about 16% between 2007/2008 and 2008/2009 academic years.



Figure 4.3 Difference between boys and girls school enrolment before and after capitation grants



Source: Field Survey, February 2016

Research Question 4: What is the difference between boys and girls school enrolment before and after the introduction of the capitation grants?

Ho 2: There is no significant difference between boys and girls school enrolment before and after the introduction of capitation grant.

To illustrate Research Question 4 and to examine the Ho 2, the dataset from the questionnaire was analyzed and the findings are summarized in Table 4.12.

From Table 4.13, the t-stat value is greater than the t Critical two-tail value, that is, $2.301 < 3.472$. This showed that there was no significant difference between boys and girls enrolment before and after the introduction of capitation grant. Thusly, the introduction of capitation grant did not actually gender difference in terms of enrollment.

Table 4.12 t-Test: Two-Sample Assuming Unequal Variance

	Boys	Girls
Mean	54813.8	44200.8
Variance	24959140.7	21771088.2
Observations	5	5
Hypothesized mean Difference	0	
Degree of Freedom	8	
t-stat	3.472	
P(T< = t one-tail	0.004	
t Critical one-tail	1.86	
P (T< = t two-tail	0,008	
T Critical two-tail	2.301	

Source: Field Survey, February 2016

4.12 Effect of Capitation Grant on Academic Performance

Table 4.13 depicts the effect of capitation grant on academic performance; about half of the respondents sampled contended that capitation grant had improved the academic performance of schools in the district. In addition, 62 per cent of the studied population



also agreed that capitation grant had provided the necessary teaching and learning materials for learning in schools.

Furthermore, approximately 55 per cent of the respondents disagreed with the statement that capitation grant had made teachers teach with ease; similarly, the same percentage also disagreed that capitation grant had improved pupils' general performance.

Table 4.13 Effect of Capitation Grant on Academic Performance

Items	N=150	Yes	No
Capitation grant has improved academic performance in school		77 (51.5%)	73(48.7%)
Capitation grant has provided the necessary teaching and learning materials for learning		93(62%)	57(38%)
Capitation grant has made teachers teach with ease		68(45.3%)	82(54.7%)
Capitation grant has improved pupil's general performance		68(45.3%)	82(54.7%)
Capitation grant has helped in organizing in-service training for teachers in the school		102(68%)	48(32%)
Capitation grant has been used to improve school management		119(79.3%)	31(20.7%)
Capitation grant has been used to pay for carting or conveying school stationery		111(74%)	39(26%)
School management has been sponsoring teachers or head teachers for workshop		52(34.7%)	97(64.7%)

Source: Field Survey, February 2016



4.13 Problem Associated with the Operation of Capitation Grant in the District

As shown in Table 4.14, 90.7 per cent of the respondents sampled for the study did not believe that capitation grants (CG) were adequate to cover all activities in the school; while 2.6 per cent of them were uncertain about the statement. In addition, 52.7 per cent of the respondents also did not believe that head teachers misapplied the CG; while 18 per cent believed that head teachers misapplied the CG. However, about 29 per cent of them were uncertain about the statement. The study findings further indicated that 56.7 per cent of the sampled respondents did not believe that head teachers embezzled the CG; while 26 per cent of them were uncertain whether head teachers embezzled CG or not. In addition, 86 per cent of the respondents did not believe that capitation grants were released in time for schools to use; 10 per cent believed that CG were released in time.

Furthermore, 52.6 per cent of the sampled respondents for the study believed that head teachers followed strictly the guidelines of CG; while 28.6 per cent did not believe that head teacher followed the CG guidelines strictly. Additionally, about 46 per cent of the respondents believed that CG had created conflict between head teachers and their teachers; while 40 per cent did not believe that CG had created conflict between head teachers and their teachers. Also, 58 per cent of the sampled respondents for the study did not believe that the introduction of CG had increased head teachers responsibilities.



Table 4.14 Problem Associated with the Operation of Capitation Grant in the District

ITEMS	In Row percentage				
	SA	A	U	DIS	SD
Capitation grants are adequate to cover all activities in the school	2	4.7	2.6	48.7	42
Head teachers misapply capitation grant	9.3	8.7	29.3	32.7	20
Head teachers embezzle capitation grant	9.3	8.0	26.0	30.7	26
Capitation grant are released in time for school to use	4	4	6	36	50
Head teachers follow strictly the guidelines of capitation grant	19.3	33.3	18.7	17.3	11.3
Capitation grant has created conflict between teachers and head teachers	20	26.3	14	28	12.7
Head teachers responsibilities have been increased since the introduction of capitation grant	7.3	18	16.7	45.3	12.7
There are restrictions in the use of capitation grant	30	42.7	13.3	12	2
Processes involved in capitation grant are too cumbersome to some head teachers	34	40.7	10	11.4	4

Source: Field Survey, February 2016





4.14 Challenges of Capitation Grant

As indicated in Table 4.15, delay in the release of CG was considered the major challenge confronting the programme (65%); followed by inadequate of capitation grant (40%). Limited coverage of the programme was considered the third challenge confronting the programme (30.7%).

Table 4.15 Challenges of Capitation Grant

Percentage	Delay in the	Inadequate of	Limited	Poor
Ranking	release	of capitation	coverage	of monitoring
	capitation	grant	capitation	and evaluation
	grant		grant	of capitation
				grant
1 st	64.7	40	26	8.7
2 nd	18.7	30	21.3	25.9
3 rd	2.7	17.3	30.7	20.7
4 th	4.6	9.3	12.7	30
5 th	9.3	3.4	9.3	1.7

Source: Field Survey, 2016

4.15 Respondents perception on Timely release of Capitation Grant

Table 4.16 depicts the respondents and their opinion on the timely release of the CG. Hundred per cent of the head teachers believed that CG were not released timely. Similarly 97 per cent of teachers sampled for the study also believed that CG was not

timely released to the schools. The district director of the education also confirmed that CG was not released in time for schools.

Table 4.16 Respondents Perception on Timely release of Capitation Grant

Status	In Row Percentage		Total
	Yes	No	
Head Teachers	0	8 (100%)	8(100%)
Teachers	4 (2.8%)	137(97.2%)	141 (100%)
Director	0	1(100%)	1(100%)
Total	4(2.7%)	146 (97.3%)	150 (100%)

Source: Field Survey, February 2016

4.16 Times in the Term Schools Received Their Capitation Grant

As indicated in Table 4.17, the respondents were asked which time of the term did they receive their capitation grants; and 62.5 per cent of the head teachers sampled for the study indicated that CG were not received at the latter part of the term; while 37.5 per cent of them indicated other time of the term. Furthermore, about 74 per cent of the teachers also indicated that CG was received at the latter part of the term. What was deduced from this figure was that head teacher was not in the habit of informing the teachers early when the school capitation's account is credited.



Table 4.17 Times in the Term Schools Received Their Capitation

Status	In Row Percentages			Total
	At the middle of the term	At the latter part of the term	Others	
Head Teachers	0	5(62.5%)	3(37.5%)	8 (100%)
Teachers	12 (8.5%)	104(73.8%)	25 (17.7%)	141(100%)
Director	0	1	0	1(100%)
Total	12 (8%)	110(73.3%)	28(18.7%)	150(100%)

Source: Field Survey, February 2016



CHAPTER FIVE

FINDINGS, CONCLUSION AND RECOMMENDATIONS

5.0 Introduction

This chapter contains the summary, conclusion and policy recommendation for the study. The main objective of the study was to examine the impact of the capitation grant on enrolment and performance of pupils at the basic school level in Sagnarigu District.

5.1 Findings

The introduction of capitation grant in Sagnarigu District has brought about marginal increased in pupil's enrolment and in their academic performance.

Capitation grant has increased the enrolment of pupils since its inception the district. However, there was no significant different between capitation grant released and increased enrolment ($t = 1.88$; $P = 0.010$). Even though the study showed an increased in both boys and girls enrolment before and after the introduction of capitation, there was no significant difference between boys and girls enrolment before and after the introduction of capitation grant.

It was also revealed that the since the inception of capitation grant pupils' performance Basic Certificate Examination in the three core subjects was increased by 1 per cent. It was also indicated that boys performed better academically than girls since the inception of CG. However there was no significant difference between boys and girls academic performance before and after the introduction of capitation grant.



The study also revealed that capitation grant has helped in bridging the enrolment gap between children from poor and rich homes. Capitation grant also encouraged poor parents and guardians to send their girl-child to school as a result of its inception.

The study findings also revealed that capitation grant had helped supporting other activities in the school such as organizing field trips, purchasing of teaching and learning materials (TLMs), and payment of culture and sport levy, purchase of sport equipment and payment of teachers to attend workshops.

The study revealed that the capitation grant was not adequate to cover all activities in the school; headteacher did not embezzle the capitation grant because they followed the guideline strictly. The respondents disclosed that delay in the release of the capitation grant was the major challenge confronting the successful implementation of the programme. It was normally released at the latter part of the term.

5.2 Conclusion

The reason behind the introduction of capitation grant policy in Ghana's Educational System was to empower the schools plan and effectively use limited financial resource to carry out schools' quality improvement functions. The implementation of capitation grant has assisted in payment of culture and sport levy, purchase of Teaching and Learning Materials (TLMs), organization of field trips and sponsoring teachers to attend workshops. There is no doubt that all these have relieved both teachers and parents some financial burdens.



I conclude by noting that the introduction of capitation grant as an educational sector policy is a good policy intervention, since it has contributed greatly towards the improvement of enrolment and academic performance of pupils at the basic levels in the district.

5.3 Recommendations

The findings offer insight into the impact of capitation grant on the enrollment and academic performance of the pupils in basic school in Ghana. Based on the findings the under listed recommendations are proposed to help policy maker regarding capitation grant.

- 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.



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APPENDICES

QUESTIONNAIRE

The researcher is a Master of Education student of University for Development Studies who is undertaking a research into the effects of capitation grant on enrolment and performance of pupils in Basic Education in Sagnarigu District. This research is for purely academic purpose.

All information furnished will therefore be treated with strict confidentiality.

Kindly answer or tick () one of the option

SECTION A

Person Data

1. Status

4. Age

(a) Head teacher [] (a) 18-25 []

(b) Teacher [] (b) 26-35 []

(c) Director [] (c) 35-45 []

2. Gender

5. Class/Subject taught

(a) Male []

(a) Class 1 []

(b) Female []

(b) Class 2 []



3. What is your education background
- | | |
|---------------------|------------------|
| (a) Master [] | (c) Class 3 [] |
| (b) Degree [] | (d) Class 4 [] |
| (c) Diploma [] | (e) Class 5 [] |
| (d) Certificate [] | (f) Class 6 [] |
| | (g) Subject..... |

SECTION B

Tick the correct response which is near to your feeling on the following statement

1 Strongly Agree 2 Agree 3 Uncertain 4 Disagree 5 Strongly Disagree

Affect on Enrolment

		SA	A	U	DIS	SD
1.	Statement	1	2	3	4	5
2.	Capitation grant has made enrolment to increase					
3.	Increase the chances of girls to education					
4.	It bridges the enrolment gap between children from poor and rich homes					
5.	Parents are encouraged to send their children to school.					
6.	Capitation grant cover all things or expenditure in the					





	school					
7.	Capitation grant take care of the needy/poor pupils in the school					
8.	Capitation grant has made classroom comfortable for pupils					
9.	Capitation grant has made learning and teaching enjoyable					
10.	Capitation grant has increase girl enrolment					
11.	Introduction of capitation grant has made parents/guardians to send their girl child to school					
12.	Boys and girls enjoy equally the capitation grant					
13.	Poor parents/guardians are encourage to send the girl child to school					
14.	Capitation grant has reduce drop-out in school					
15.	Capitation grant had improve teachers attendance					

16. What changes have you observe since they introduce of the capitation grant growth in your school.

(a) Increase in pupil's enrolment (b) Increase in pupil's enrolment

(c) Improvement in pupil's academic performance

(d) Improvement in pupil teacher ratio

17. What are the facilities in the school that the capitation grant comes into support?

(a) Food (b) Uniform

(c) Other (Trip, teaching aids, sport equipment, health facilities)

Section C

Performance

1. Has capitation grant improve academic performance in school?
 - a. Yes (b) No
2. Has capitation grant provided the necessary teaching and learning materials for learning?
 - a. Yes (b) No
3. Has capitation grant has made teachers to teach with ease?
 - a. Yes (b)No
4. Has capitation grant improve pupil's general performance in your school?
 - a. Yes (b)No
5. Has capitation grant help to organize in-services training for teachers in your school?
 - a. Yes (b) No



6. Has capitation grant been use to improve school management?

a. Yes (b) No

7. Do your school headmaster or mistress used Capitation grant to pay for carting or conveying school stationary?

a. Yes (b) No

8. Do your school management sponsor teachers or head teacher for workshop

a. Yes (b) No



SECTION D

Tick the correct response which is near to your feeling on the following statement

1 Strongly Agree 2 Agree 3 Uncertain 4 Disagree 5 Strongly Disagree

Problems and Challenges

		SA	A	U	DIS	SD
	Statement	1	2	3	4	5
1	Capitation grants are adequate to cover all activities in the school					
2	Head teachers misapply capitation grant					
3	Head teachers embezzle capitation grant					
4	Capitation grants are released on time for school to use					
5	Head teachers follow strictly the guidelines of capitation grant					
6	Capitation grants has created conflict between teachers and head teachers					
7	Head teachers responsibilities have been increase since the introduction of capitation grant					
8	Capitation grants has been able to provide enough teaching					





	and learning materials to schools					
9	Has there been enough monitoring and evaluation measures to ensure efficient usage of capitation grant					
10	Officers connive with head teachers to misuse capitation grants					
11	Head teachers do not follow due procedure before the imbursement of capitation grant					
12	There are restriction in the use of capitation grant					
13	Head teachers are not given free hand to use capitation grant on other activities equally important					
14	Processes involves in capitation grant are too cumbersome to some head teachers					
15	Capitation grant has made some parent/guardians irresponsible					

16. Rank these challenges impeding the efficient running of the capitation grant

1 – 1st 2 – 2nd, 3 – 3rd, 4 – 4th, 5 – 5th

(a) Delay in the release of capitation grant []

(b) Inadequate of capitation grant []

(c) Limited coverage of capitation grant []

(d) Poor monitoring and evaluation of capitation grant []

(e) Others please kindly state.....

17. (i) Is capitation grant release on time

(a) Yes [](b) No []

(ii) If no at what time does your school receive it.....

(a) At the beginning of the term (b) At the middle of the term

(c) At the latter part of the term

(D)Others please kindly state it.....

18. What is your yearly capitation grant quota.....

19. In your own opinion suggest some challenge and problems of capitation grant

.....

.....



SECTION E

Attendance

1. Has capitation increased school attendance
 - a. Yes (b) No

2. Are pupils are encouraged to attend school with the introduction of the capitation grant
 - a. Yes (b) No

3. Has capitation grant been used to repair window and furniture in school?
 - a. Yes (b) No

4. Has capitation grant provided basic medical treatment for pupils when injured or been ill?
 - a. Yes (b) No

5. Capitation grant improve school community relationship
 - a. Yes (b) No

6. Has capitation grant improve sports and cultural performance
 - a. Yes (b) No

7. Does the management use capitation grant to provide the needs of needy pupils in your school? (a) Yes (b) No

