

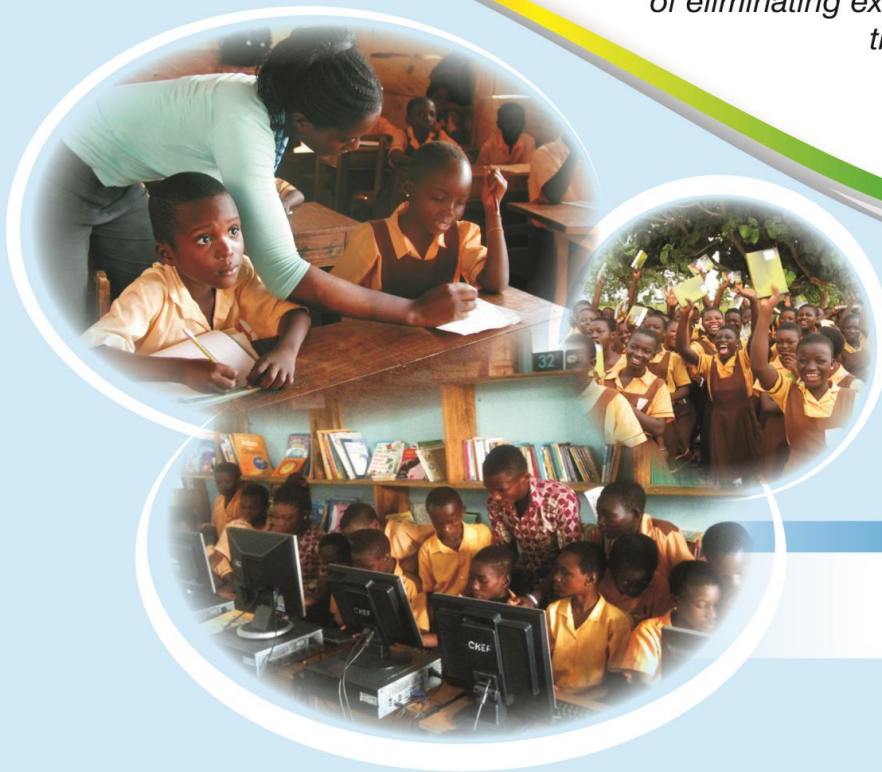


IMPLEMENTATION OF THE  
GHANA SHARED GROWTH AND DEVELOPMENT AGENDA (GSGDA),  
2010-2013

2014

**CITIZENS' ASSESSMENT REPORT ON THE  
CAPITATION GRANT SCHEME**

*"Is the Capitation Grant achieving the objective  
of eliminating extra fees and charges at  
the basic school level?"*



ACCRA, GHANA  
JUNE, 2015

With support from:

unicef 



**IMPLEMENTATION OF THE  
GHANA SHARED GROWTH AND DEVELOPMENT AGENDA  
(GSGDA), 2010-2013**

**2014 CITIZENS' ASSESSMENT REPORT ON THE  
CAPITATION GRANT SCHEME**

*“Is the Capitation Grant achieving the objective of  
eliminating fees and charges at the  
basic school level?”*

ACCRA, GHANA  
JUNE 2015

With support from: **unicef** 

# TABLE OF CONTENTS

LIST OF ACRONYMS AND ABBREVIATIONS .....	vi
EXECUTIVE SUMMARY .....	vii

## CHAPTER 1: INTRODUCTION..... 1

1.1 Background .....	1
1.2 Overview of the School Capitation Grant Scheme .....	1
1.3 Objective of the Citizens' Assessment .....	2

## CHAPTER 2: METHODOLOGY..... 5

2.1 Introduction .....	5
2.2 Study Design .....	5
2.2.1 Quantitative – Household Survey .....	5
2.2.2 Quantitative School Survey .....	6
2.2.3 Qualitative – Focus Group Discussions and Individual In-depth Interview .....	6
2.3 Organisation of fieldwork .....	7
2.4 Survey completion report .....	8
2.4.1 Household Survey .....	8
2.4.2 School Survey .....	8
2.4.3 Focus Group and Individual In-depth discussions .....	9
2.5 Key analytical variables of interest .....	9
2.6 Survey limitations .....	10
2.7 Data Capturing quality assurance .....	10

## CHAPTER 3: CHARACTERISTICS OF SURVEY RESPONDENTS, AWARENESS OF THE CAPITATION GRANT SCHEME, EXPECTATIONS ..... 11

3.1 Characteristics of survey households .....	11
3.2 Characteristics of respondents to the school survey .....	12
3.3 Citizens' Awareness and Expectations of the Capitation Grant Scheme .....	13
3.3.1 Citizens' awareness of the capitation grant scheme .....	13
3.3.2 Citizens' understanding of the purpose of the capitation grant scheme .....	14
3.3.3 Citizens' expectations of the capitation grant scheme .....	14

## CHAPTER 4: MANAGEMENT AND ADMINISTRATION OF THE CAPITATION GRANT ..... 17

4.1 School level management of the capitation grant .....	17
4.2 Uses of capitation grant resources at school level .....	21

## CHAPTER 5: EFFECT OF THE CAPITATION GRANT ON BASIC SCHOOL EDUCATION..... 25

5.1 Introduction .....	25
5.2 Impact on the payment of school fees and other levies .....	25
5.2.1 Prevalence of special levies charged by schools .....	26
5.2.2 Size and share of special levies paid by households in 2013/14 .....	301
5.2.3 Mode of payment, penalty for non-payment and effects on school attendance .....	38
5.3 Impact on school enrolment, repetition and absenteeism in schools .....	40
5.3.1 Enrolment and Retention .....	40
5.3.2 Repetition .....	43
5.3.3 Absenteeism .....	445
5.4 Perceived impacts on the quality of basic education .....	466

5.4.1 Determinants of quality education.....	477
5.4.2 Parents' and teachers' perceptions of the impact on quality education.....	488
5.5 Impacts on school management and supervision .....	522
<b>CHAPTER 6: RESPONDENTS' VIEWS ON RELEVANCE OF THE SCHEME AND THE COUNTERFACTUAL .....</b>	<b>555</b>
6.1 Introduction .....	555
6.2 Relevance of the capitation grant scheme .....	555
6.3 A hypothetical counterfactual.....	566
6.4 Citizens' suggestions on how to improve quality and access to basic education .....	588
6.4.1 How to improve the quality of basic school education .....	588
6.4.2 How to improve access to basic school education .....	600
<b>CHAPTER 7: CONCLUSION AND RECOMMENDATIONS .....</b>	<b>611</b>
7.1 Conclusion.....	611
7.2 Policy Recommendations .....	611
<b>BIBLIOGRAPHY .....</b>	<b>644</b>
APPENDIX TABLES 1: ADDITIONAL TABLE .....	655
APPENDIX 2: DATA COLLECTION INSTRUMENTS.....	666

# LIST OF TABLES AND FIGURES

## LIST OF TABLES

Table 2.1: Distribution of sample, by region and locality of residence .....	8
Table 2.2: Distribution of schools surveyed.....	9
Table 2.3: Regions and number of FGDs and IIIs completed.....	9
Table 3.1: Age distribution of sample who have ever attended school by regions (%).....	11
Table 3.2: Households distributed by regions and socioeconomic groups (%) .....	12
Table 3.3: Primary respondent and length of service in the school .....	12
Table 4.1: Proportion of schools that spent capitation grant on the various items in 2012/13 (%) .....	22
Table 4.2: Percentage of total grant spent on the various items /activities in 2012/13.....	22
Table 4.3: Percentage of total amount from other sources spent on the various items in 2012/13.....	23
Table 5.1: Proportion of schools that charged various levies by regions (deprived and non-deprived districts) in 2012/13.....	28
Table 5.2: Per capita amount paid as levies by households with children in Junior High Schools (Urban) (GH¢).....	36
Table 5.3: Per capita amount paid as levies by households with children in Junior High Schools (Rural) for the 2013/14 academic year (GH¢).....	37
Table 5.4: Households with at least a child ever repeating a grade or absent from school for at least a day in the current academic year (%) .....	44
Table 5.5: Reasons for child absenteeism and repetition of a grade (Public schools only) (%) .....	46
Table 5.6: Reasons for parents' choice of a particular school for children (%).....	47
Table 5.7: Parents' perception of quality of education and their socioeconomic groups (%) .....	48
Table 5.8a: Parents' perception of the impact of CG on the indicators of quality education (%) .....	50
Table 6.1: Households' perception of the likely effects of stopping Capitation Grant (%).....	57
Table 6.2: Head-teachers' perception of the possible effects of abolishing the capitation grant (%).....	58
Table 6.3: Head-teachers' suggestions on how to improve the quality of basic education .....	59
Table 6.4: Head-teachers' suggestions to help more pupils to have access to basic education (%) .....	60

## **LIST OF FIGURES**

Figure 3.1:	Regional distribution of respondents who have heard about the Capitation Grant (%).....	13
Figure 3.2:	Households heads who have heard about the Capitation Grant and their socio-economic groups (%).....	14
Figure 4.1:	Proportion of schools that received some amount of capitation grant, by urban and rural areas (%) .....	18
Figure 4.2:	Proportion of school funds raised from other sources besides the capitation grant and levies .....	23
Figure 4.3:	Share of a schools total expenditure from capitation grant and other sources (%) .....	24
Figure 5.1:	Proportion of public schools in deprived and non-deprived districts that charged levies in 2012/13 (%).....	27
Figure 5.2:	Average amount of money from levies by schools in deprived and non-deprived districts – 2013/14 (GH¢) .....	29
Figure 5.3:	Proportion of households that paid levies in 2013/14(%) .....	29
Figure 5.4:	Rural and urban households with children in public pre-schools that did not pay any levy, by socioeconomic background (%).....	30
Figure 5.5:	Households with children in public primary school level that did not pay any levy, by socio-economic background and locality type (%) .....	30
Figure 5.6:	Average per capita amount paid as levies by households with children in public pre-schools by region for the academic year 2013/2014 (GH¢) .....	31
Figure 5.7:	Average per capita amount paid as levy by rural households with children at the pre-school level for the 2013/14 academic year (GH¢) .....	32
Figure 5.8:	Ratio of per capita grant to levies on children in public pre-schools by socio-economic group and type of locality of residence for the 2013/14 academic year (%).....	33
Figure 5.9:	Average per capita capitation as a percentage of the amount paid as levies on children in public pre-schools by region for the 2013/14 academic year (%).....	33
Figure 5.10:	Average per capita amount paid as levies by households with children in public primary schools by region for the 2013/14 academic year (GH¢) .....	34
Figure 5.11:	Per capita amount paid as levies by households with children in primary school for the 2013/14 academic year (GH¢)*, by location and wealth quintile .....	34
Figure 5.12:	Per capita capitation relative to amount paid as levies on children in public primary schools by socioeconomic group and type of locality of residence during the 2013/14 academic year (%) .....	35
Figure 5.13:	Per capita capitation as a proportion of amount paid as levies on children in public primary schools by region during the 2013/14 academic year (%).....	35
Figure 5.14:	Per capita amount paid as levies by households with children in Junior High Schools for the 2013/14 academic year (GH¢).....	36
Figure 5.15:	Per capita capitation as a proportion of amount paid as levies on children in public Junior High Schools by socioeconomic group and locality of residence for the 2013/14 academic year (%).....	37
Figure 5.16:	Per capita capitation as a proportion of amount paid as levies for children in public Junior High Schools by region (%).....	38

Figure 5.17: Head teachers perceptions on challenges involved in collecting levies during the 2013/14 academic year (%).....	39
Figure 5.18: Penalties meted out to children for non-payment of levies as reported by parents (%).....	39
Figure 5.19: Number of children enrolled in a school at the end of the academic year between 2003/2004 to 2012/2013 .....	40
Figure 5.20: Gross Enrolment Rates in Basic Schools in Ghana (%).....	41
Figure 5.21: Net Enrolment Rates in Basic Schools in Ghana (%) .....	41
Figure 5.22: Gross Enrolment Rates for Boys and Girls in Primary Schools in Ghana (%) .....	43
Figure 5.23: Net Enrolment Rates for Boys and Girls in JHS in Ghana (%) .....	43
Figure 5.24: Households with at least a child repeating a grade by the type of school (%) .....	44
Figure 5.25: Households with at least a child absent from school for at least a day in the past academic year (%) .....	45
Figure 5.26: Reasons for parents' choice of a school (%).....	47
Figure 5.27: Parents and Teachers who perceive a positive impact of SCG on Quality education (%).....	49
Figure 5.28: Pupil-Teacher Ratio in public basic schools in Ghana.....	51
Figure 5.29: Extent to which capitation grant has positively affected supervision and school management (%) .....	53
Figure 6.1: Parents' perception of the relevance of the capitation grant, by type of locality of residence (%) .....	55
Figure 6.2: Parents' perception about the relevance of the capitation grant, by wealth quintile (%).....	56

## LIST OF ACRONYMS AND ABBREVIATIONS

CAGD	Controller and Accountant General's Department
CDD	Center for Democratic Development
CSOs	Civil Society Organisations
DA	District Assemblies
DDE	District Director of Education
DEO	District Education Office
DP	Development Partner
EAs	Enumeration Areas
EFA	Education for All
EMIS	Education Management Information System
ESP	Education Strategic Plan
ESPR	Education Sector Performance Report
FCUBE	Free Compulsory Universal Basic Education
FGDs	Focus Group Discussions
GH¢	Ghana Cedi
GER	Gross Enrolment Ratio
GES	Ghana Education Service
GESP	Ghana Education Strategic Plan
GLSS	Ghana Living Standards Survey
GoG	Government of Ghana
GPEG	Ghana Partnership for Education Grant
GPRS	Growth and Poverty Reduction Strategy
GSFP	Ghana School Feeding Program
GSGDA	Ghana Shared Growth and Development Agenda
GSS	Ghana Statistical Service
ICT	Information and Communication Technology
IIIs	Individual In-depth Interviews
JHS	Junior High School
KG	Kindergarten
LEAP	Livelihood Empowerment Against Poverty
MDAs	Ministries, Departments and Agencies
MDG	Millennium Development Goals
M&E	Monitoring and Evaluation
MMDAs	Metropolitan, Municipal, and District Assemblies
MoE	Ministry of Education
MoFEP	Ministry of Finance and Economic Planning
NER	Net Enrolment Ratio
NGO	Non-Governmental Organization
PHC	Population and Housing Census
PPS	Probability Proportional to Size
PSUs	Primary Sampling Units
PTA	Parent Teacher Association
PTR	Pupil Teacher Ratio
PTTR	Pupil Trained Teacher Ratio
SCG	School Capitation Grant
SMC	School Management Committee
SPIP	School Performance Improvement Plan
SSUs	Secondary Sampling Units
TLM	Teaching and Learning Materials
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund



## **EXECUTIVE SUMMARY**

### **1. BACKGROUND**

As part of the M&E arrangements for the national development frameworks, NDPC conducts Citizens' Assessment surveys on a regular basis. The survey is usually programmed to be conducted every other year and could focus on all the thematic areas of the policy framework or issue-specific. Three of such surveys were conducted in 2002, 2005 and 2008. The 2014 Citizens' Assessment survey is the first to be conducted under the GSGDA, and it focuses on the Capitation Grant Scheme. The overall objective of the survey is to assess whether the Capitation Grant Scheme is achieving the objective of eliminating the different types of levies, fees and charges that constitute a barrier to access to quality basic education, at least from the perspective of the citizenry.

Over the past decade and half, improved education outcomes have been one of the key themes underlying Governments' medium term national development policy framework. This is premised on the fact that it is the right of every child to have access to education. Subsequently, policies of successive Governments over the years have focused on: increasing equitable access to, and participation in education at all levels; improving quality of teaching and learning; bridging the gender gap in access to education; improving access to quality education for persons with disabilities; and improving management of education service delivery.

The cost of education has been identified to constitute a major proportion of the income of most households in Ghana, especially the poor. To relieve households, especially those who are poor, of the burden of paying fees and charges in basic schools, Government introduced the capitation grant in 2004 on a pilot basis. This was to support the Government medium-term objective of *"increasing equitable access to, and participation in education, at least, at the basic school level"*, as well as move the country closer to our long-term vision, enshrined in the 1992 Republic of Ghana Constitution, which enjoins Government to take steps to ensure that basic education is made compulsory and free.

In 2005, the capitation grant scheme was scaled up nationwide after an assessment indicated a significant increase in basic school enrolment in the capitation grant pilot districts compared to the non-pilot districts. The per capita amount was fixed at GH¢3.00 in 2005 (equivalent of US\$2.10 at the time) for all children and was increased to GH¢4.50 in 2009. This was then implemented across the country during the 2011/2012 academic year.

After nearly a decade of implementation of the capitation grant scheme, a number of issues have emerged, including an increasing enrolment level and its effect on the existing educational infrastructure, personnel, teaching materials and learning outcomes. This has raised concerns over the quality of education obtained by pupils, which will also be addressed in this report.

### **2. OBJECTIVE OF THE 2014 CITIZENS' ASSESSMENT SURVEY**

The basic objective of the capitation grant was to eliminate the different types of levies, fees and charges that constitute a barrier to access to quality basic education, and to boost enrolment at the basic education level in public schools. To assess the impact of the capitation grant on access to education, especially for the poor, the citizen's assessment survey was

conducted to: (i) obtain feedback from citizens about the extent to which the key objectives for the Capitation Grant Scheme are being met from the perspective of the local communities; (ii) determine whether the Capitation Grant is achieving its goal of increasing equitable access to, and participation in education at the basic education level; and (iii) gain some empirical insight into how to ensure equitable access to, and participation in quality education, at least, at the basic school level.

Specifically, the survey provides evidence on the following key questions:

- Has the Capitation Grant eliminated the payment of special levies, fees and charges in public basic schools?
- Has the Capitation Grant improved enrolment and retention in public basic schools, especially in deprived areas?
- Has the Capitation Grant improved equitable access to education, especially among the poorer households and among girls?
- To what extent has the Capitation Grant affected the provision of quality education at the basic level in public schools?
- To what extent is the Capitation Grant sustainable under the current arrangement?

### **3. METHODOLOGY**

The assessment employed a nationwide quantitative household and school survey, followed up with direct consultations with community members using diverse multi-group durbars. The complementary approaches provided opportunities for open and inclusive dialogue that captures the views of the diverse members of society. Focus group discussions and individual in-depth interviews were utilised as the main qualitative tools.

### **4. KEY FINDINGS**

The results of the survey show that though the capitation grant has eliminated payment of some fees, and contributed to the increase in enrolment especially immediately following the introduction of the scheme; a number of levies and fees still exist with attendant effect on pupils' absenteeism. In the view of heads of schools the capitation grant has contributed to improved delivery of quality education due to availability of additional resources. Highlights of the findings are as follows:

#### **Impact on the elimination of payment of school fees and other levies at basic education**

Majority of public schools surveyed still charge a range of special levies and fees, which they say are essential for keeping the schools running due to the inadequacy and late releases of the capitation grant. These fees include sports and culture, examination fees, "collection" at morning devotion services, utility bills (water and electricity), computer (ICT) fees, capital development levies and PTA levies.

Eighty-five percent of all households surveyed with children in public pre-schools indicated they pay some form of levy or fee, compared to 75 percent in public primary schools. All households with children in junior high school indicated they paid one form of levy or fee. On the average GH¢47.70 was paid per child at the pre-school level, while an average of Gh¢51.30 per child per year was paid at the public primary school during the 2013/14 academic year. In public junior high school, the amount averaged GH¢118 per child.

The amounts paid vary widely across regions and are higher in urban areas and for wealthier households than in rural areas and for poorer households. For example, parents with a child in a public primary school indicated they paid GH¢198.00 in Greater Accra and GH¢9.90 in the Upper East region per child in special levies and fees. On average, the wealthiest households paid GH¢101.40 which is more than four times the amount paid by households in the poorest wealth quintile (GH¢23.30 per child).

The special levies and fees paid by parents per child are, on average, more than 10 times the capitation grant amount allocated per child in public pre-school and primary school, and about 26 times the capitation grant amount in junior high schools. This is an indication of the relative importance of the capitation grant vis-à-vis households' private contributions. It also points to parents' appreciation of the importance of education and their willingness to contribute to the provision of quality education to their children.

From the schools' perspective, the capitation grant constitutes only 38 percent of the total expenditure of a school in the 2012/13 academic year. This implies that public basic schools have to cover more than 60 percent of their budgetary requirements from other sources, such as charging special levies and fees.

### **Impact on school enrolment and absenteeism**

EMIS data shows that enrolment in schools has increased across all grades over the years, especially immediately following the introduction of the capitation grant scheme. This was further supported by the data from this survey and the community consultations where citizens confirmed that school enrolment and attendance has increased due to the introduction of the capitation grant since parents are no more afraid of the payment of school fees.

However, the respondents to this survey also indicated that the payment of special levies and fees leads to children absenting from school if they are unable to pay. This was the case for about 9 percent of children, while others are denied participation in final exams because they cannot afford paying the examination fees required by the schools. Majority of the head-teachers interviewed (72 percent) admitted most parents find it difficult to pay these levies.

### **Perceived impact on the provision of quality education**

More than 50 percent of parents were of the view that the capitation grant has had no impact on quality of education. This stands in contrast to the 70 percent of the head-teachers who are convinced the capitation grant has had a generally positive impact on the quality of education through availability of supplementary funding for the provision of education materials. Parents are however unanimous that the capitation grant scheme is relevant and should not be abolished because it is seen to lessen the burden of school fees payments.

### **Challenges related to the management and administration of the Capitation Grant**

The findings from this survey strongly suggest that it is highly challenging for schools to access and manage resources from the capitation grant, which – once approved – come on average one year late and do not cover the full per-pupil amount of GH¢4.50. The heads of schools consider the process of applying for funds administratively laborious and plagued by irregularities. While implementation guidelines exist, they do not seem to be known or applied at the district implementation level.

Five core challenges hinder the implementation of the capitation grant scheme at the school level:

- i. Throughout the country, schools receive capitation grant allocations about one year late, making planning, budgeting and school management extremely challenging.
- ii. The absence of a clear set of rules (e.g. an implementation manual universally available to guide all stakeholders – head-teachers, staff, and SMC members) makes the application and management procedures for the capitation grant unpredictable; for example, there are frequently reported inconsistencies in the vetting of SPIPs by district education offices and head-teachers are unclear about what proportion of the grant resources they are allowed to spend on what item or activity.
- iii. The transaction costs of accessing the money are high (because of bank fees, unpredictability of when the resources will be received, repeated bank visits necessary, etc.), reducing the effective amount available to schools.
- iv. There are discrepancies in the total capitation grant amount received relative to the number of children enrolled in a school.
- v. The amount allocated per child is woefully inadequate to cover pupil-school-year expenditures.

### **5. RECOMMENDATIONS**

The three areas that emerge as the greatest threats to the relevance and success of the capitation grant scheme are the in transparent administration of the capitation grant, the delay in the release of funds to the schools and the insufficiency of the allocated funds.

Government and all departments responsible for implementing the capitation grant scheme need to find an effective way to address these issues. If not, head-teachers have warned that they will have to “run the schools as it is”.

**From the findings of this citizens’ assessment, several concrete suggestions can be deduced:**

- A simple **guidance manual**, clearly explaining the process of accessing and using capitation grant resources (including what the grant can be used for, when schools can expect to receive the funds, and the amounts to be expected), needs to be made available to all relevant stakeholders. The responsible parties must ensure that processes are followed.
- **More transparency and consistency** is required in the process of vetting SPIPs by the district education directorates.
- **Transaction costs** of accessing funds could be reduced by implementing a basic information dissemination strategy, e.g. using mobile phone text messages to alert head-teachers of the release of their school’s allocations (and the accurate amounts to be released).

- A **more reliable and more predictable release of the grant** needs to be facilitated by the Ministry of Finance at the beginning of the school academic year; predictability of the timing and amount of funds will help schools in their planning and budgeting.
- Both parents and heads of schools have suggested to either (a) **increase the total amount** allocated to the capitation grant, or (b) to **determine a base amount to all schools according to need in addition to the grant per a child**.

Overall, the introduction of the capitation grant scheme and the subsequent increase in basic school enrolment have put existing classroom infrastructure and staffing levels under pressure; both parents and teachers expect this pressure to increase. Ghana Education Service therefore has an urgent need to pay attention to expansion of infrastructure in areas where enrolment figures rise. Increasing the number of qualified teachers is generally considered the most effective way to improve the quality of education.



# **CHAPTER ONE: INTRODUCTION**

## **1.1 Background**

Monitoring and Evaluation (M&E) always forms an integral part of the effective implementation of the Government medium-term development policy frameworks. As part of the M&E arrangement under the Ghana Shared Growth and Development Agenda (GSGDA), 2010-2013, a participatory M&E exercise was programmed to be undertaken with the aim of providing ordinary citizens the opportunity to be part of the process of assessing the effectiveness of the implementation of key policy initiatives. A key part of assessing the impact of GSGDA policies is to find out from citizens whether they have experienced improvement in their lives with respect to specific policy objectives of the GSGDA.

The focus of this Citizens' assessment survey was limited to the Capitation Grant, which is a key education sector initiative to improve enrolments and ensure equitable access to quality education, at least at the basic school level, especially for children from poorer households. This intervention is also key to Ghana's effort at achieving the Millennium Development Goals of achieving universal access to primary education (MDG 2); and eliminating gender disparity in primary and junior secondary education (MDG 3). The purpose of the survey is to complement institutional data obtained from the Ministries, Departments and Agencies (MDAs) and the Metropolitan, Municipal, and District Assemblies (MMDAs) in assessing the performance of the grant scheme.

## **1.2 Overview of the School Capitation Grant Scheme**

Over the past decade and half, improved education outcomes have become a major theme underlying Governments' medium-term national development policy frameworks. This is premised on the fact that it is the right of every child and young person to have access to quality education, not only to enable him/her to earn a living, but also because only a nation of educated, skilled, well-informed and morally sound people can build a just and prosperous society as envisaged under the directive principles of the state policy of the country's 1992 Republican Constitution. Subsequently, policies of successive Governments over the years have focused on: increasing equitable access to, and participation in education at all levels; improving quality of teaching and learning; bridging the gender gap in access to education; improving access to quality education for persons with disabilities; and improving management of education service delivery.

One of the impediments to achieving universal participation in basic education is the number of levies and fees charged at the basic school level. The result of a study undertaken by the Ghana Education Service (GES) in 2004 showed that 76 different types of levies, fees and charges existed in schools. This was further corroborated by the result of a study by UNICEF which showed that about 40% of children between 6 and 11 years of school going age remained out of school as of 2003 largely due to the inability of parents to pay levies imposed by the schools (UNICEF, 2007).

In 2004, the Government of Ghana introduced a capitation grant mechanism on a pilot basis to lessen the burden of paying school levies and to realize the long-term policy objective of *"increasing equitable access to, and participation in education at all levels"* under the national development policy framework. The aim was to examine the effect of removing the payment of levies and fees at the basic school level. These levies and fees were thought to

prevent a considerable number of parents from enrolling children in school in deprived areas. Eventually, the intervention was scaled up to the national level in 2005, especially after an assessment indicated a significant increase in basic school enrolment in the 40 capitation grant pilot districts compared to the non-pilot districts.

The capitation grant scheme has been a key strategic social intervention being implemented by the Government of Ghana to stimulate the drive to achieve universal basic education. It is one of the models of education financing used to allocate financial resources to public basic schools (Box 1.1). The capitation grant intervention is a per capita allocation of financial resources to schools, based on the number of students enrolled as reported by the school. The intervention stipulates a fixed amount to be paid to public basic schools per child enrolled based on enrolment projections at the beginning of the year and actual enrolment figures reported by the schools over the course of the term. The immediate objective is to relieve households, especially those who are poor, of the burden of paying fees and charges in basic schools, and motivate them to enrol children and keep them in school.

**Box 1.1: Ghana's capitation grant scheme – how it was established, how funds are administered**

The intervention started in 2004 when the Government of Ghana introduced the capitation grant concept in 40 of the most deprived districts in the country at the time under the Pilot Programmatic Scheme Project. During the pilot phase, beneficiary schools received an amount of GH¢2.5 per every male-child enrolled and GH¢3.5 for every female-child enrolled. This was intended to cover for revenue losses in the deprived schools which were mostly affected by the abolition of fees and levies in schools and the disparity meant to encourage enrolment of girls in school.

An assessment of that pilot programme showed that gross enrolment rate in the pilot districts increased by nearly 5% compared to an average increase of 0.2% in the non-pilot districts. The positive effect of the pilot programme motivated a nationwide implementation of the scheme in 2005 (MoE, 2005). With the nationwide coverage of the scheme, the differentiated payment scheme was dropped and the per capita amount granted to every child enrolled was made the same for all children regardless of gender. The per capita grant was fixed at GH¢3.00 (equivalent of US\$2.10 at the time) for males and females. In 2009, the amount was reviewed upwards to GH¢4.50 and implemented during the 2011/2012 academic year. Every public basic school now receives this GH¢4.50 per pupil enrolled per year (equivalent to approx. US\$1.40 as of January 2015).

The capitation grant funds are transferred from the Ministry of Finance and Economic Planning from the consolidated fund through the Ghana Education Service (GES) to District Directorates of Education and finally to the schools. The key players in managing the grant at the district level are the District Director of Education, Deputy Director responsible for Supervision, Circuit Supervisor, District Accountant, School Management Committee (SMC), Head-teacher and or Assistant Head-teacher.

The grant is to be used principally for the day-to-day running of public basic school. Specifically, the capitation grants are meant to be used for procuring teaching and learning materials and resources, payment of sports and cultural dues, payment of cost of school and cluster-based in-service training and transportation cost involving official duties. To spend the money, each year schools (head-teachers) are required to prepare a School Performance Improvement Plan (SPIP) which is approved by the District Director of Education (DDE) before capitation grants can be used. The SPIP is usually prepared by the head-teacher (or assistant designate) and staff with approval of the SMC. The SMC has a fundamental oversight responsibility for implementing the SPIP while the DEO ensures that the activities of the SPIP contribute to the larger goal of the Ghana Education Strategic Plan (GESP).

The grants are supposed to be paid to schools in three tranches: the first tranche at the beginning of the academic year based on the enrolment estimates of schools at the end of the previous academic year; and the second and third tranches paid at the beginning of each remaining school term. Even though a typical SPIP is prepared to cover a period of one academic year, it is broken down into three school terms, supposedly to match with the release of the capitation grant.

Schools are expected to keep financial records such as cash books to facilitate monitoring, financial control and accountability. For the purpose of receiving the capitation grant, a special bank account has been opened for all public basic schools where the funds are lodged.

### 1.3 Objective of the Citizens' Assessment

The main objective of the capitation grant, was to eliminate the different types of levies, fees and charges that constitute a barrier to access to quality basic education, and to boost



enrolment at the basic education level in public schools. After nearly a decade of implementation of the capitation grant, several challenges have emerged, including the effect of increasing enrolment levels on the existing educational infrastructure, personnel, and teaching material, and thereby raising concerns over the quality of education obtained by pupils.

To assess the impact of the capitation grant on equitable quality education, the citizens' assessment survey focuses on the following key objectives:

- To obtain feedback from citizens about the extent to which the key objectives for the Capitation Grant Scheme are being met from their perspective.
- To determine whether the Capitation Grant is achieving its goal of increasing equitable access to, and participation in education at basic education level.
- To gain some empirical insight into how to ensure equitable access to and participation in quality education, at least, at the basic school level.

Specifically, the survey will provide empirical evidence on the following key questions:

- Has the capitation grant eliminated the payment of special levies, fees and charges in public basic schools?
- Has the capitation grant improved enrolment and retention in public basic schools, especially in deprived areas?
- Has the capitation grant improved equitable access to education, especially among the poorer households and among girls?
- To what extent has the capitation grant affected the provision of quality education at the basic level in public schools?
- To what extent is the capitation grant sustainable under the current arrangement?



## **CHAPTER TWO METHODOLOGY**

### **2.1 Introduction**

The principal method for the citizens' assessment of the Capitation Grant scheme is a nationwide quantitative household and school survey complemented by direct consultations with community members using diverse multi-group durbars. For the quantitative survey, a total of 2,245 households and 441 public basic schools were sampled from 151 enumeration areas (primary sampling units) and 20 districts across all ten regions; data was collected in May 2014. The qualitative data collection follow-up took place in October 2014 and included ten teacher-based focus group discussions (FGDs), 20 community FGDs and 20 individual in-depth interviews with head-teachers of basic schools and district education directorate officials.

The complementary quantitative and qualitative approaches provide opportunities for open and inclusive dialogue that captures the views of the diverse members of society, particularly the poor and vulnerable. The qualitative approach is also a way of including open consultations at all levels of society and allowing individuals to openly express viewpoints. The qualitative approach also compensates the potential non-inclusion of specific population groups such as people living in deprived communities whose visibility and probability for random sample inclusion is limited due to their small population size. Focus group discussions and individual in-depth interviews were utilised as the main qualitative tools.

### **2.2 Study Design**

#### **2.2.1 Quantitative– Household Survey**

The principal research method used for the citizens' assessment is a national survey of households. The national survey involved an extensive survey of a representative sample of citizens across the country. A socio-economic survey, based on the sixth round of the Ghana Living Standards Survey (GLSS 6) sampling framework was adopted. A multi-stage stratified sampling method was used in selecting households to be interviewed.

#### *Sampling and sample selection*

The list of Enumeration Areas (EAs) of the 2010 Ghana Population and Housing Census constituted the sampling frame for the household survey. The primary sampling units (PSUs) were the EAs, since they are the smallest well-defined geographical units for which population and household data are available. Households within the EAs constituted the secondary sampling units (SSUs).

The first stage of the multi-stage sampling design involved the stratification of the country into regions and type of locality of residence. Enumeration areas were then selected from each strata, based on the list of EAs from the 2010 Ghana Population and Housing Census (PHC 2010). The sampling was carried out independently within each regional stratum. This ensured that the sample was well spread out among the relevant sub-groups (e.g. region, and urban/rural). Since sampling is carried out separately within each stratum, it is possible to ensure that there are sufficient sampling units in each subgroup to allow meaningful analysis. Stratification also reduces sampling error, since the sampling error depends on the variance within the strata and not between.

Sample size for a survey usually depends on a number of factors, including the type of estimates to be obtained, the level of precision required, as well as, availability of resources, time and operational constraints. Sampling errors and non-sampling errors were taken into account. For purposes of quality assurance there was the need for the sample size to be operationally manageable for all survey activities. After careful consideration of options and also based on experience, time and resources available, a sample size of about 2400 households was deemed adequate to ensure that there are sufficient sampling units available for meaningful analysis and inferences about the population, at the regional and national levels within a margin of error of plus or minus 2.5%.

At the first stage of sampling, 160 EAs (PSUs) were selected using systematic random sampling with probability proportional to size (PPS) method. Determination of the sampling rates by size of strata used proportional allocation based on each region's share of the 2010 population census.

A household questionnaire which covered a wide range of topics including demographic characteristics, education and economic activity, child school attendance and survival questions, and payment of school levies and knowledge of school capitation grant, was the main instrument for the survey. There was also the school level questionnaire for head-teachers or managers of the school capitation grant programme.

### **2.2.2 Quantitative School Survey**

The schools surveyed were all public schools that were located in or served the enumeration areas in which the households were sampled. The schools included 250 Pre-schools, 276 Primary Schools and 241 Junior High Schools (JHS). Public Early Childhood Education (Pre-schools) officially became part of the formal education system in 2004.

### **2.2.3 Qualitative – Focus Group Discussions and Individual In-depth Interview**

The qualitative component of the assessment was conducted using two approaches; individual in-depth interviews and focus group discussions (FGDs). The individual in-depth interviews were conducted with head-teachers of basic schools and district education directorate officials. Personal and managerial experiences with capitation and before capitation were elicited from individual in-depth interview participants. Three forms of FGDs were conducted: Community-level Focused Group Discussion (CFGDs); School-level (Teacher-based FGDs) and an engagement with selected non-governmental organisations or Civil Society Organizations (NGOs/CSOs) in the selected regions.

For the community-level FGDs, multiple selection criteria were used:

- Selected participants must have at least a child of school-going age in the household (whether currently in school, currently out of school or never been to school).
- With the help of local community members, participants must come from at least three communities/villages in the chosen district.
- In terms of education, there must be a mix of persons with at least some basic/secondary education, no education and or higher education.
- Gender was a strong requirement (5 out of the 15 must be females).
- At least one community opinion leader such as an assembly member was included.

- In the case of the teachers' FGDs, participants must come from at least five different schools in at least three communities in the chosen district (where possible) and must have at least 5-10 years teaching experience.
- Three out of the ten participants must be female teachers. No head-teacher participated in the FGD.
- In the case of the ILLs, the important criterion for inclusion of head-teachers was persons who had transited a non-capitation period as a head-teacher into an era of capitation grant implementation.

In all, 20 districts were selected from across all the ten regions of Ghana. With the help of data from the Ghana Education Service (GES), two districts were selected in each region: a deprived and a non-deprived district, except the Greater Accra and Central regions where there are no deprived districts according to the data. In the Greater Accra and Central regions therefore, the inclusive criterion was simply urban (peri-urban) and rural. In every region one of the districts visited was also a district that the quantitative survey was conducted. All districts were therefore purposely selected to provide analytical meaning to the results of the national survey. Eleven (11) out of the 20 selected districts were deprived whilst the nine were non-deprived.

A total of 10 Teacher-based FGDs, 20 CFGDs and 20 individual in-depth interviews were conducted. In the Teacher-based FGDs, participants included 8-10 teachers drawn from a mix of deprived and non-deprived districts where the CFGD were scheduled, or in the case of the Greater Accra and Central, rural-urban consideration. One CFGD was conducted in each of the 20 selected districts and one TFGD in one of the two selected districts in a region.

Conscious efforts were made in the selection of FGD participants to minimise political or ethnic dominance where probable. The selection team also strived to avoid wealthy or elitists dominance in the groups. Gender inclusion was deliberately observed in all FGDs. Efforts were made to ensure that for the CFGDs in particular, at least a third of the participants are adult females with at least a child of school-going age in or out of school. The 20 individual in-depth interviews were conducted with 10 head-teachers and 10 district education directors in one of the two selected districts in each region. One NGO/CSO that operated at the national or regional level and has considerable focus on education was also interviewed in each region. All interview sessions were audio recorded with the permission of participants and later transcribed for the analysis.

## **2.3 Organisation of fieldwork**

The data collection process for the citizens' assessment was implemented in a sequential manner. This allowed the data collected in the household survey to contribute to the design and data collection process in the next stage. Both components of the study were undertaken in close collaboration with NDPC, Ghana Statistical Service (GSS), Ministry of Education, and Ghana Education Service.

All components of the fieldwork activities preceded an intensive training workshop on the survey instruments. This allowed the assessment team to examine the enumerators and select qualified ones for the fieldwork. Eight teams were formed for the quantitative data collection exercise, while four were formed for the qualitative component. In both quantitative and qualitative surveys, a team comprised one supervisor and three interviewers or facilitators.

The entire fieldwork for the quantitative survey lasted about four weeks while the qualitative survey lasted about two weeks.

## 2.4 Survey completion report

### 2.4.1 Household survey

Table 2.1 shows the completion report in terms of regions and EAs visited and households interviewed. Out of the 160 EAs and 2,400 households targeted, interviews were conducted in 151 EAs and with 2,245 households respectively. This shows a completion or response rate of 94 percent for the households. Ashanti Region was the most represented region with 404 households from 27 EAs. Upper East was the least represented region, 120 households from 8 EAs.

**Table 2.1: Distribution of sample, by region and locality of residence**

Locality	No. of EAs targeted	No. of EAs visited	No. of Households targeted	No. of Households visited	Weighted share of eligible households (%)	Deviation
Western	16	16	240	240	10.0	0.0
Central	15	15	225	225	9.4	0.0
Greater Accra	21	16	315	221	15.9	-29.8
Volta	15	15	225	224	9.1	-0.4
Eastern	18	18	270	271	11.4	0.4
Ashanti	27	27	405	404	19.9	-0.2
Brong Ahafo	15	16	225	240	9.6	6.7
Northern	13	10	195	150	7.8	-23.1
Upper East	10	8	150	120	4.2	-20.0
Upper West	10	10	150	150	2.5	0.0
Urban	77	72	1155	1,063	56.3	-8.0
Rural	83	79	1245	1,182	43.7	-5.1
<b>Total</b>	<b>160</b>	<b>151</b>	<b>2400</b>	<b>2,245</b>	<b>100.0</b>	<b>-6.5</b>

Source: Survey data, 2014

### 2.4.2 School survey

A total of 441 public basic schools were surveyed (Table 2.2). Ashanti Region was the most represented with 108 schools and the Northern region was the least represented with 17 schools. Representation as used here is based on presence or availability of a school in the chosen community and not representativeness. While some schools were single streams (Kindergarten, Primary or JHS only) most were double (Kindergarten and Primary; Primary and JHS; Kindergarten and JHS) or multiple stream schools (Kindergarten, Primary and JHS combined). In all 250 Kindergarten, 276 Primary schools and 241 Junior High Schools were involved in the survey.

**Table 2.2: Distribution of schools surveyed**

Region	All	Streams involved		
		Kindergarten	Primary	JHS
Western	59	33	37	28
Central	57	35	37	37
Greater Accra	23	7	11	17
Volta	55	43	43	35
Eastern	33	17	18	18
Ashanti	108	55	63	55
Brong Ahafo	28	24	24	14
Northern	17	7	9	8
Upper East	23	10	12	11
Upper West	38	19	22	18
<b>Total</b>	<b>441</b>	<b>250</b>	<b>276</b>	<b>241</b>

Source: Survey data, 2014

### 2.4.3 Focus Group and Individual In-depth discussions

All community and teacher focus group discussions were completed in the 20 selected districts (Table 2.3). Except for Greater Accra region and the Eastern region where the individual in-depth interviews for district education director and head-teacher respectively, in-depth interviews were conducted for the other regions. In all, 302 community members (two more than expected) and 96 teachers (four less than expected) participated in the CFGDs and TFGDs respectively.

**Table 2.3: Regions and number of FGDs and IIs completed**

Region	CFGDs	TFGD	Headtrs/DEOs	NGOs/CSOs	Total
Upper East	2	1	2	1	6
Northern	2	1	2	1	6
Upper West	2	1	2	0	5
Brong Ahafo	2	1	2	0	5
Ashanti	2	1	2	0	5
Western	2	1	2	0	5
Central	2	1	2	1	6
Greater Accra	2	1	1	1	5
Eastern	2	1	1	1	5
Volta	2	1	2	1	6
<b>Total</b>	<b>20</b>	<b>10</b>	<b>18</b>	<b>6</b>	<b>54</b>

Source: Survey data, 2014

## 2.5 Key analytical variables of interest

### *Socio-economic status*

The report used an asset wealth index for the welfare analysis of households. A wealth quintile was constructed using information on household ownership of a number of items, ranging from television set to bicycle or car, as well as dwelling characteristics, such as source of drinking water, sanitation facilities, and type of material used for flooring. Each asset was

assigned a weight (standardized factor score) generated through principal components analysis. A number of studies have applied this method in low income countries (Houweling *et al.*, 2003; Montgomery *et al.*, 2000; Sahn and Stifel, 2000; World Bank, 2004) and there are indications that it provides a wealth measure that is at least as good as a consumption measure (Filmer and Pritchett, 1999).

#### *Household direct expenditure on basic education*

The survey collected data on only direct expenditures made on a child's education at the basic school level. This included cash and non-cash payment of tuition fees and payment of other auxiliary levies as schools and Parents' Teacher Associations (PTA) may levy. Since collection of expenditure information was done at the household level and some households had children in both private and public schools care was taken to classify the expenditures into three (Public, Private and Public-Private) depending on where a household had enrolled a child. Public refers to households that have children in only public schools whilst Private refers to households with children attending only private schools. Public-Private refers to households that have children enrolled in a public school and another in a private school.

## **2.6 Survey limitations**

In the household survey the sampling process was not done along the classification of districts into deprived and non-deprived. Results presented in the report along this line are therefore non-representative of all households in deprived and non-deprived districts and must be interpreted as such. Notwithstanding, an attempt was made to balance this limitation through the qualitative component of the study in which the design specifically took into consideration deprived and non-deprived districts in the selection of districts for the data collection.

## **2.7 Data capturing quality assurance**

The study employed Computer-Assisted Paperless Interviewing (CAPI) technique in the collection and capturing of the data from the field during the quantitative survey. The technique entails capturing the responses directly on computer by interviewers and transferring them almost immediately to a central data process point. The skip patterns inherent in the design of the electronic questionnaires minimized the potential human error associated with paper interviews, while eliminating the time used in transferring data from the paper to computer for statistical analysis. The technique placed the results directly in a format that allowed for immediate statistical analysis.



## CHAPTER THREE

### CHARACTERISTICS OF SURVEY RESPONDENTS, AWARENESS OF THE CAPITATION GRANT SCHEME, AND EXPECTATIONS

#### 3.1 Characteristics of survey households

The sample for the study, as indicated earlier, targeted only households with eligible school-going-age children (3-17), hence the descriptive estimates may vary slightly from other nationally representative surveys. The average household size of the sample surveyed is 5.9 persons. This is slightly higher than obtained in the Ghana Living Standards Survey Round 6 (4 persons) and also in the 2010 Population and Housing Census (4.4 persons). Regions with average household sizes higher than the national average are the three northern regions (6.4 for Upper West, 7.2 for Northern and 6.9 for Upper East) and also in Ashanti and Western regions with mean household size of 6.1 and 6.4 persons respectively. Similar to the pattern in other nationwide surveys, rural household size of 6.1 is larger than urban household size of 5.6.

About 86 percent of the population's 6-year olds and over have ever attended school, while about 14 percent have never. The appropriate age for commencing first level of formal schooling (i.e. KG, Primary and Junior High School) in Ghana is four years. Pre-school which is the early childhood education component of the basic education system, comprising nursery and kindergarten, starts at age three. By age 15years a child is supposed to have completed first level of formal schooling, however due to the peculiar case of late commencement of formal school, especially in rural areas of Ghana, this may extend to 17year old. Therefore the analyses considered children within the age bracket 3-17years since the capitation grant scheme covers Pre-school, Primary and Junior High School (JHS).

**Table 3.1: Age distribution of sample who have ever attended school by regions (%)**

Region	Male				Female		
	Age<3	3-17yrs	18-99yrs		Age<3	3-17yrs	18-99yrs
Western	1.3	51.9	46.9		0.9	55.6	43.4
Central	0.2	55.0	44.8		0.0	52.8	47.2
Greater Accra	1.5	50.5	48.0		0.2	46.8	53.0
Volta	0.7	52.3	47.0		0.0	55.4	44.6
Eastern	0.0	54.4	45.6		0.4	51.2	48.4
Ashanti	1.6	56.1	42.3		0.7	50.9	48.5
Brong Ahafo	0.0	60.5	39.5		0.7	59.0	40.2
Northern	0.0	68.5	31.5		0.0	71.4	28.6
Upper East	0.0	68.5	31.5		0.3	74.0	25.7
Upper West	0.4	57.9	41.7		0.6	66.8	32.6
<b>Total</b>	<b>0.8</b>	<b>56.0</b>	<b>43.2</b>		<b>0.4</b>	<b>54.3</b>	<b>45.3</b>

*Source: Survey data, 2014*

Of the male population in the sample who have ever attended school 56 percent were within the age bracket of 3-17years, while for the female they constituted 54.3 percent. The regional distribution shows that four regions namely, Ashanti, Brong Ahafo, Upper East and the Northern, had relative shares of males higher than the national average, while six regions, namely Western, Volta, Upper West, Brong Ahafo, Upper East and Northern, had relative shares of females higher than the national average (Table 3.1).

The Greater Accra had the highest proportion of households in the upper wealth quintile, with half of all households surveyed in Greater-Accra in the upper wealth quintile and only two percent in the lowest quintile (Table 3.2). Respondents in the Western and Eastern regions also had 24.6 percent and 21.8 percent of households respectively in the highest quintile. The three northern regions, Northern, Upper East and Upper West, had higher numbers of households in the lowest socio-economic quintile than in the upper wealth quintile. Upper East Region for example had the highest proportion of households in the lowest wealth quintile (62.5 percent) and the least proportion of households in the upper wealth quintile (5.8 percent). This suggests that poverty is more prevalent in the three northern regions, particularly the Upper East Region.

**Table 3.2: Households distributed by regions and socio-economic groups (%)**

Locality	Lowest 20	Next 20%	Next 20%	Next 20%	Upper 20%
Western	10.0	15.4	20.8	29.6	24.2
Central	8.0	27.6	25.3	24.9	14.2
Greater Accra	1.8	7.2	16.3	24.4	50.2
Volta	23.2	29.0	21.0	12.5	14.3
Eastern	19.2	19.9	22.5	16.6	21.8
Ashanti	10.9	19.8	22.8	26.7	19.8
Brong Ahafo	26.3	19.2	17.5	18.3	18.8
Northern	44.7	17.3	16.0	12.7	9.3
Upper East	62.5	13.3	13.3	5.0	5.8
Upper West	33.3	31.3	16.0	12.0	7.3
Urban	4.1	11.4	21.7	27.4	35.4
Rural	30.8	26.5	19.3	15.1	8.2
<b>Total</b>	<b>15.8</b>	<b>18.0</b>	<b>20.6</b>	<b>22.1</b>	<b>23.6</b>

Source: Survey data, 2014

### 3.2 Characteristics of respondents to the school survey

Distribution of respondents in the school survey shows that 96.4% of the primary respondents were head-teachers (Table 3.3). The survey results show that, on average, each head-teacher has spent 5years working in a school. Respondents in the Eastern Region report the highest average length of service in school of almost 8years, while the Upper East region has the least length of service of 2.5years.

**Table 3.3: Primary respondent and length of service in the school**

Region	Position of respondent in school		Length of service in school
	Headteacher	Other	Av. years in school
Western	63	0	6.3
Central	53	4	5.6
Greater Accra	22	0	4.5
Volta	50	3	4.8
Eastern	30	2	7.8
Ashanti	105	5	5.2
Brong Ahafo	26	2	6.4
Northern	17	0	2.8
Upper East	22	0	2.5
Upper West	37	0	3.8
<b>Total</b>	<b>425</b>	<b>16</b>	<b>5.2</b>

Source: Survey data, 2014

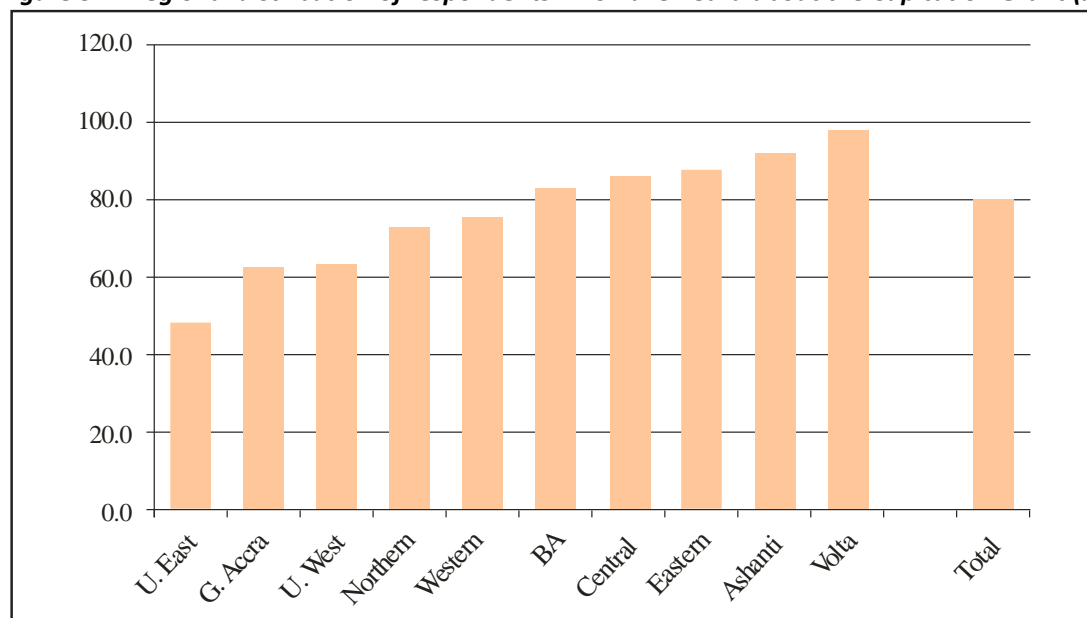
### 3.3 Citizens' Awareness and Expectations of the Capitation Grant Scheme

Citizens' awareness of the capitation grant scheme and their understanding of the scheme are critical in assessing the range and level of impact the scheme has made on basic education enrolment and school survival. The information for assessing the level of awareness and understanding of citizens of the scheme is obtained through the quantitative household survey and the qualitative focus group discussions in which specific issues such as level of awareness of the scheme and the expectations of participants were discussed.

#### 3.3.1 Citizens' awareness of the capitation grant scheme

About 80 percent of the households surveyed are aware of the school capitation grant scheme, that is, have heard of its existence (Figure 3.1). Nearly all the households surveyed in the Volta region are aware of the capitation scheme. This is followed by the Ashanti, Eastern, Central and Brong Ahafo Regions where awareness of the capitation grant was over 80 percent. The region with the least percentage of people aware of the capitation grant scheme is the Upper East region where only about 48 percent of households are aware of the scheme.

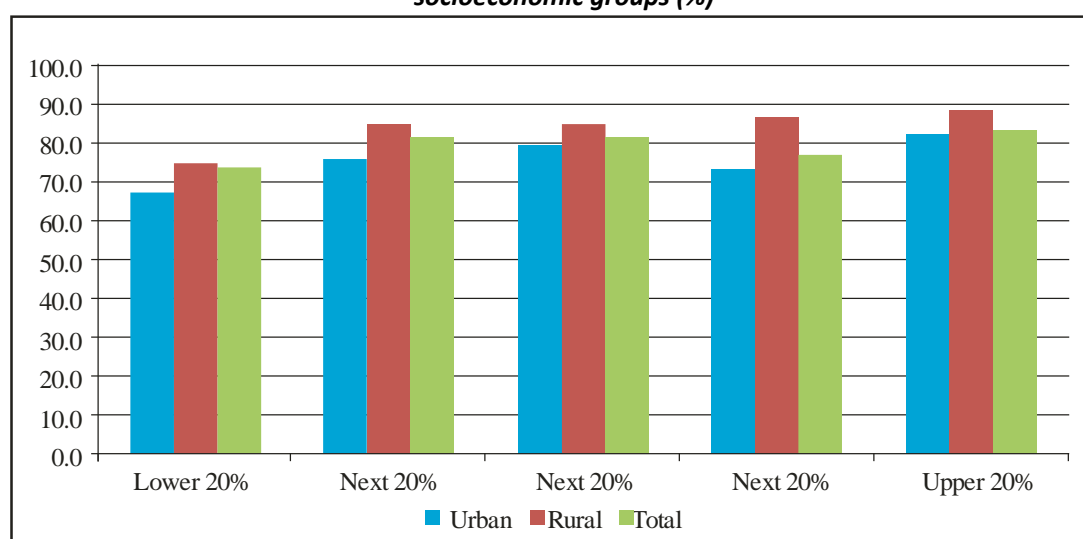
**Figure 3.1: Regional distribution of respondents who have heard about the Capitation Grant (%)**



Source: Survey data, 2014

There is a slight variation in the proportion of household heads that are aware of the school capitation grant across wealth quintiles. About 84 percent of household heads in the richest 20 percent group are aware of the grant scheme compared with 73.9 percent of household heads in the poorest group (Figure 3.2). Awareness of the grant is consistently higher among rural households compared to households in urban areas, presumably because the capitation grant accounts for a greater share in rural households' expenditure on basic education compared to what urban households pay.

**Figure 3.2: Households heads who have heard about the Capitation Grant and their socioeconomic groups (%)**



Source: Survey data, 2014

### 3.3.2 Citizens' understanding of the purpose of the capitation grant scheme

The majority of citizens are not adequately informed about the purpose of the capitation grant scheme and how it should function. The knowledge of citizens about the scheme could be exemplified by a statement such as: *"It is money that the government gives to the school to run the day to day activities of the school"*. On the average, in the community-based focus group discussions held across the country (made up of 15 participants each), only two out of the group had substantial knowledge of capitation grant scheme. Majority had heard from other community members or sometimes at PTA meetings that the grant is going to bring some relief to parents but they did not know the nature of the relief. Some parents indicated that they heard about the grant only when the money had not come and the head-teacher was complaining about it and asking for a levy to be paid or to be increased. Others tend to confuse the capitation grant scheme with the school feeding programme and the provision of school uniforms.

In the teacher-based focus group discussions, also held across the country, it appeared that the knowledge and management of the grant were monopolized by head-teachers, assistant head-teachers and those often designated by the head-teachers to prepare the SPIP. Others indicated that they hear about the capitation grant only when the head-teacher wants them to bring in a request for an item in the area of their scheme of work.

Head-teachers however deny monopolizing the management of the grant, but indicated that all teachers are involved in the preparation of the SPIP and are often expected to make inputs in terms of requests for items they want to purchase for their area of assignment. The effect of this difference in perception between head-teachers on the one side and other teachers and parents on the other side is the high level of suspicion and mistrust among parents and teachers about the operations of the head-teacher.

### 3.3.3 Citizens' expectations of the capitation grant scheme

Eight out of ten participants in the community focus group discussions expected that the capitation grant was going to relieve parents completely of the payment of school fees of any

kind. For those who have some knowledge of the capitation grant, their expectation is that it will take away payment of fees and make basic education free (Box 3.1). Therefore, to some extent there is some level of disappointment with the implementation of the scheme so far.

**Box 3.1: Views on the capitation grant scheme, expressed in the words of selected FGD participants:**

*“Our expectation was that if I take my child to school I will not pay anything for his or her education. Everything will be free and that the child will be given chalk, uniform, table and chair, books; mine will just be to bath the child and give the child some food to eat and ask him or her to go school.”*

There is disappointment as parents do not perceive to be benefitting from the introduction of the capitation grant scheme. *“What pains is that the capitation fees are able to buy note books for teachers to write inside but as for the child’s printing fees they claim cannot be covered. That means the parents did not benefit in anyway.”*

In the view of some parents, the capitation grant has scrapped off school fees but it has pushed it elsewhere; *“because during our days, government used to share free exercise books to us but now we the parents have to buy. Maybe, today capitation has eliminated say, GH¢5 that I would have paid, but now I have to buy books worth more than GH¢15, so in the end it is more than the fees.”*



## **CHAPTER FOUR**

### **MANAGEMENT AND ADMINISTRATION OF THE CAPITATION GRANT**

#### **4.1 School level management of the capitation grant**

The capitation grant scheme outlines seven steps procedure for the school level management of the capitation grant (Box 4.1). However, the result of the survey shows that, in reality, the process is far from the procedures outlined. Heads of schools consider the process of accessing the capitation grant is administratively laborious, plagued by irregularities and delays, and overall a frustrating experience. The steps involved are too many than outlined and the process is time-consuming. A head-teacher has to fill in numerous forms, call meetings with staff members and the School Management Committee (SMC) a number of times. He/she has to travel to the district office a number of times to have the School Performance Improvement Plan (SPIP) approved. Prior to submitting and getting the SPIP approved, sometimes a head-teacher has to go to the bank to check the balance of the grant amount transferred to the school's account to enable them prepare the SPIP to match. This often leads to loss of a considerable amount of contact hours and increase in transaction costs.

#### **Box 4.1: Steps for Accessing the Capitation Grant**

*The Capitation grant scheme outlines the following steps for the allocation and administration of the grants:*

- 1. Heads of basic schools are required to furnish District Education Directorates with school enrolments and staffing on termly basis.*
- 2. District Directorates apportion the grant to schools based on enrolments submitted.*
- 3. School heads are informed of their allocations (the amounts disbursed into their respective school capitation bank accounts).*
- 4. Head teachers proceed to take bank statements (to know school capitation bank account balances) before preparing School Performance Improvement Plans (SPIP).*
- 5. SPIP is "seen" by the school management committee chairman or circuit supervisor, vetted by an accounts officer at the Directorate and approved by District directorate.*
- 6. A cheque is issued to head-teacher to enable the expenditure of the money as stipulated in the SPIP.*
- 7. After expenditure against the SPIP, the head-teacher submits returns to the Directorate; which serves as a basis for the receipt of subsequent allocation of capitation grant.*

#### **4.1.1 Key Implementation Challenges**

Heads of basic schools, the actual implementers of the capitation grant scheme, raised a number of concerns regarding the implementation of the scheme:

- Delay in receiving the allocated amounts (the actual receipt of money is always about one year behind the SPIP).
- Inconsistencies in the vetting process of the SPIP and lack of clarity on what proportion of the grant should be spent on what item or activity, creating considerable frustrations.
- Absence of an implementation manual to guide head-teachers, staff, and SMC members. Though the GES "guidelines for the distribution and utilisation of capitation

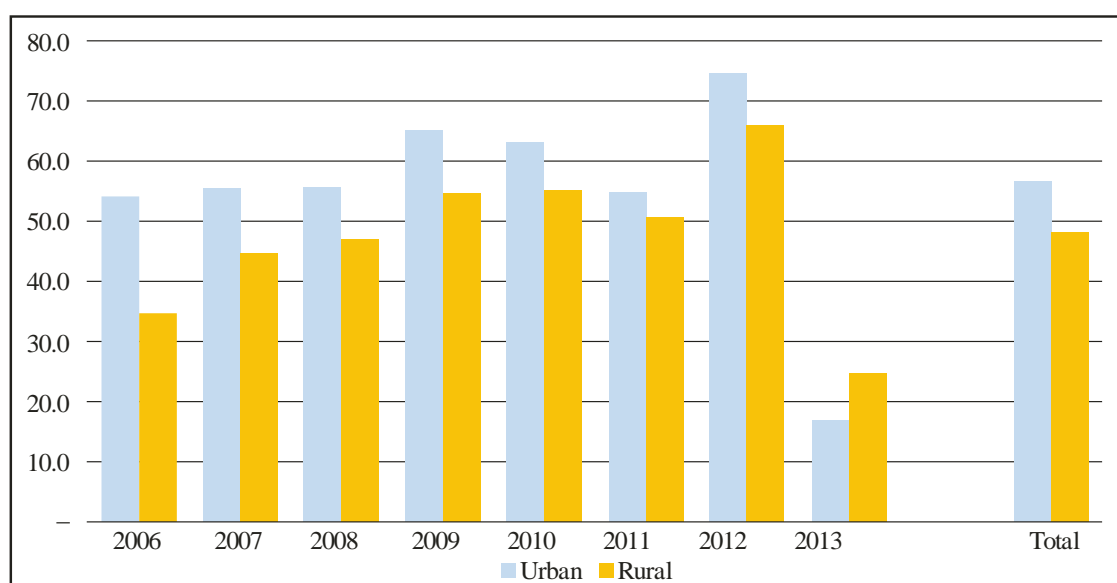
grants” exist, it appears significant proportion of heads of schools are unaware of it and for those who are aware, it is not used.

- Discrepancy in the total amount received relative to the number of children enrolled.
- The per-child allocation is woefully inadequate for pupil-school-year expenditures.
- High transaction costs of accessing the grant, thereby reducing the effective amount drawn by schools.

**The greatest threat to the relevance of the capitation grant scheme is the delay in the release of the funds to the schools.** Across the country, the grant is on average about a year behind for all schools’ SPIP implementation. This situation may have a negative impact on the objective of improving equity in educational access for children in rural deprived schools.

Data from the schools’ capitation grant receipts, using the 2012/13 academic year as the completed year of reference, indicate that **about half of all basic schools (46.7%) did not receive all the three tranches of the capitation grant they were supposed to get in that academic year.** The schools mostly receive in subsequent academic years what should have been received in previous years. For schools that were lucky to have received all tranches of the capitation grant in one academic year, the proportion is higher in urban areas (58.8%) than in rural areas (43.9%). **The chart shows that on average, a higher proportion of schools in urban areas received some capitation grant funds in a year than the rural areas (Figure 4.1).**

**Figure 4.1: Proportion of schools that received some amount of capitation grant funds, by urban and rural areas (%)**



Source: Survey data, 2014

In one school visited, a 2012/13 SPIP was given funding only in the third term of the 2013/14 academic year. This means that relevant items or activities that were planned for a specific SPIP period could not be implemented because the grant was not disbursed in time. A new SPIP has to be re-developed, perhaps repeating the same items.

**Some head-teachers try to keep the schools running whiles waiting for the release of the capitation grant by relying on levies and direct borrowing from their PTAs with the hope to redeeming their indebtedness as soon as the grant is released.** However this is sometimes



complicated by the fact that the district education office will not accept receipts for purchases made prior to the approval of SPIP. In other words, antedated receipts are not accepted in discharging grant money received for passed terms. What this means is that, for any purchases made prior to the approval of the SPIP, even if eventually those same items get approved, the receipts are not accepted.

**The intention of the non-acceptance of receipts that antedate the release of the grant is to minimise misappropriation of the funds.** However, the results from the qualitative survey show that this safeguard is sidestepped in practice by ingenious head-teachers who need to make purchases on behalf of the schools to keep them running. Their solution is to take receipts signed but undated; such receipts are then later dated and used to account for the expenditure of the capitation grant when it is finally received.

**Clearly, even though the capitation grant scheme is well-intentioned, the way it is executed does not fit the way schools operate and overburdens the head-teachers.** As one head-teacher indicated, “if the capitation grant does not come and GES does not want us to charge levies or does not allow us to present past receipts for expenditures actually made in the running schools, then, *‘we will run the schools as it is’*”. ‘Running the schools as it is’ in the context of the delayed release of capitation grant signifies the adoption of administrative lethargy, thus compromising quality.

**Majority of head teachers registered their frustration about what is considered acceptable in the SPIP and what is not.** Perceived inconsistencies in the vetting process of the SPIP create considerable frustrations and delays. This is because anytime the SPIP is presented at the district education office for vetting, some items that they have budgeted for are rejected without any clear reason or explanation. Head-teachers are also not clear on what proportion of the grant should be spent on what item or activity. This lack of clarity is compounded by the inconsistency with which SPIPs of some schools are accepted while other schools’ SPIPs with similar items are rejected. The narration of a head-teacher captured in Box 4.2 below reflects the inconsistency in the perception of the manner of vetting of SPIPs at the district level. This lack of consistency in implementing the capitation grant scheme at the district level points to a lack of familiarity with the implementation guidelines.

At the core of the challenges in the implementation of the capitation grant scheme at the school level is the absence of a detailed implementation manual to guide all stakeholders – head-teachers, staff, and District Directorate officials. Even though personnel from the GES Directorate indicated that there is an implementation manual in the system, all head-teachers interviewed complained that, currently, there is no instruction manual to guide the activities of the key stakeholders involved in the management of the scheme at the school level. A head-teacher intimated that “if they claim there is one, then it is kept at the district education office and has not reached us.”

Head-teachers want a guide that will specify the roles of heads and that of district directorate officers in the implementation process. The absence of an implementation manual breeds suspicion and in some cases fuels the perceived or actual misuse of the grant by some head-teachers.

**Box 4.2: Head-teacher of a basic school in the Northern region**

*“Some of us do not really know what is accepted in the SPIP and what is not accepted and what proportion of the grant should be spent on what. I have a staff capacity of 24 teachers. I put in a request for 24 marker pens that we use in teaching. We don’t use chalk in our school. But the Accountant cancels this and reduces it to 10; the reason being that I don’t need that many. Incidentally, another head-teacher sends their SPIP at the same time with a request for 14 marker pens and that is approved. During a head-teachers’ meeting I was complaining about some of these inconsistencies and my colleague head-teacher told me that I did not ‘see the vetting officer well’ which I don’t understand and he will not tell me.*

*They instruct you to either remove, change items planned to be purchased from the SPIP, or even reduce the prices and tell you that if you cannot then you leave the rest of the money in the account, though per our school those items being struck out are needed to run the school. This unnecessary cancellation of items in the SPIP is one thing that makes the implementation of the scheme very difficult. As a head-teacher you know the problems in your school and what is needed in the school. These are the practical experiences.”*

***Source: Individual in-depth interview with a head-teacher, 2014***

Another important concern of heads of schools is the considerable amount of discrepancy in the actual per child grant received by the schools relative to what their expected allocation is per year. In other words, **the amount actually received is substantially lower than what is anticipated by heads of schools based on student enrolment.** According to one head-teacher, “by conventional calculation, using the enrolment given for a previous year, and even deducting the sports and cultural fees that are often taken at the district level before the money is released to us, an enrolment of about 400 pupils should not give our school only GH¢300 this third term as we received, when for all the other terms our school received less than GH¢300”.

It is not clear how much of the capitation grant funds released to the districts for onward transfer to the schools is deducted at the district level (e.g. for sports and culture). Head-teachers are not aware of the amount that is deducted and District Directors of Education (DDE) are reluctant to disclose how much they deduct for the purpose of sports and culture. But this is not the only deduction that is made at the district level. Head-teachers also indicated that another unspecified amount is deducted at the district level ostensibly for the conduct of district-level mock examinations for JHS 3 candidates. Both deductions are suggested to be per child, which further reduces the amount of money that finally gets to the schools.

While the school-level evidence on delays in the disbursement of capitation grant funds and inadequate per-pupil amounts is very robust, a rigorous public expenditure tracking exercise would be better placed to identify potential leakages and management challenges.

A pertinent complaint from all head-teachers interviewed is that the amount allocated to schools is woefully inadequate for a pupil-school-year expenditure or general school activities. All head-teachers indicated that the grant of GH¢4.5 allocated per a child is small in relation to the activities that a typical basic school will ordinarily want to do in an entire academic year in order to ensure quality teaching and learning that meets all children’s needs. This can also be gleaned intuitively from the number of levies that schools continue to charge in the schools.

The transaction costs involved in getting SPIP approved and getting the money for the school to spend is sometimes higher than the actual amount allocated. As a coping strategy, some schools especially in rural areas, will allow their allocation for the first and second terms to accumulate. Then in the third term they utilise all at one go for the year. This is expected to reduce the transaction costs considerably.

Some head-teachers and DDE also expressed dissatisfaction about the nature of the allocation of the capitation grant, which is uniform across the board, irrespective of location and needs or endowment of schools. **The current formula of using enrolment figures alone already means that highly endowed schools with high enrolment are advantaged while less endowed schools with lower enrolment are disadvantaged.** Meanwhile the schools with low enrolment are usually the poor schools, possibly in the deprived areas, that would really need more assistance to expand their services to more children in the area and improve their learning and teaching. This system of “the more you have, the more you get” means rural schools, are disadvantaged because of low enrolment figures and thus will continue to have their situation worsened.

## 4.2 Uses of capitation grant resources at school level

The policy’s guidelines for spending the grant provide the list of school items the grant could be spent on, and the SPIP is expected to be prepared around these items (Box 4.3). A typical SPIP as seen in many schools is dominated with consumables such as chalk, A4 paper, pens, etc., which are all classified under school management, and also repair works on furniture, doors, and windows.

### **Box 4.3: List of School items the Grant can be spent on:**

*The policy’s guidelines for spending the grant provide that schools can use the grants for the following:*

- *School Management*
- *Provision of Teaching and Learning Materials (TLM)*
- *Payment of Sports and Culture Levies*
- *Community and School Relationship*
- *School and Cluster based In-Service Training*
- *Support to Needy Pupils*

As shown in Table 4.1 below, a higher proportion of schools spent the grant on school management, provision of TLMs, sports and culture, and on minor repairs. About 16 percent of schools surveyed spent on needy students in the year, with a higher proportion of schools in urban areas doing this than the proportion of schools in rural areas who gave support to the needy. **According to heads of schools in rural areas, they are supporting the needy except that in the rural areas it is difficult to identify and isolate the real needy because everybody appears to be needy.**

**Table 4.1: Proportion of schools that spent capitation grant on the various items in 2012/13 (%)**

Item / Activity	Urban	Rural	Total
Enrollment drive	14.1	18.9	15.9
Provision of TLM	79.8	73.8	77.6
School management	86.9	80.6	84.6
Community and school relations	16.6	18.9	17.5
Support to needy students	18.1	11.6	15.6
School and cluster based in-services training	53.6	55.2	54.2
Minor repairs	76.7	61.4	71.0
Sports and culture	81.6	72.0	78.0
Other	9.2	9.4	9.3

*Source: Survey data, 2014*

On average, sports and culture, school management and the provision of TLMs received the highest percentage of the grant amount (Table 4.2). The percentage of the grant spent on providing TLMs, community and school relations and giving support to needy students is slightly higher in rural areas compared to urban areas. Nearly a fifth of the grant in rural schools is spent on other things beside the items listed in the capitation grant guidelines. The follow-up qualitative interviews and focus group discussions indicated that rural schools tend to spend more on things such as printing of school terminal or mock examination question papers, construction of sanitation facilities such as school lavatories and purchase of rubbish containers.

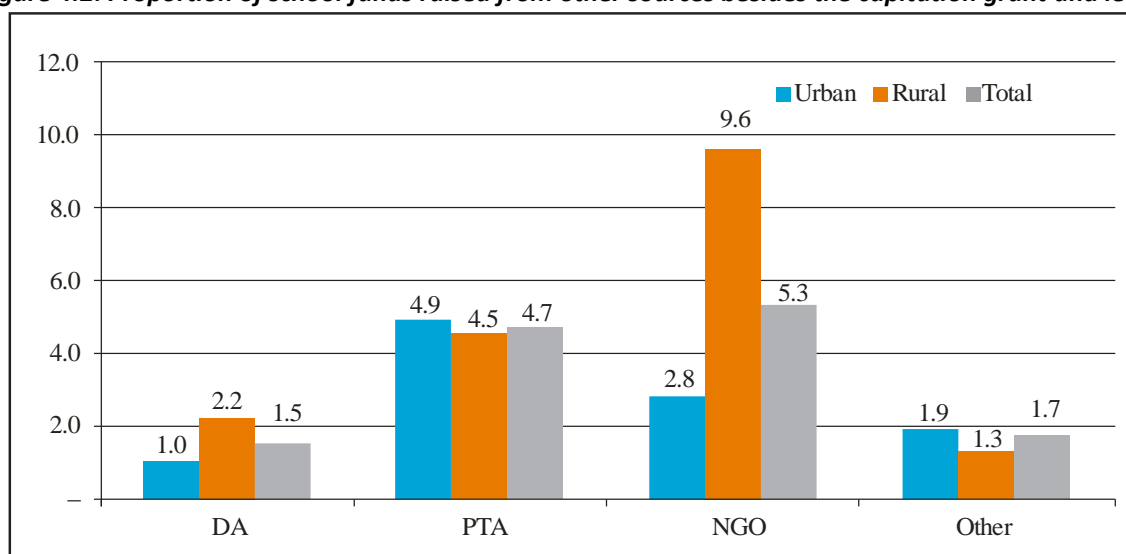
**Table 4.2: Percentage of total grant spent on the various items /activities in 2012/13**

Item / Activity	Urban	Rural	Total
Enrollment drive	12.6	10.2	11.5
Provision of TLM	15.1	16.9	15.7
School management	18.5	12.2	16.3
Community and school relations	4.4	5.6	4.8
Support to needy students	4.1	4.7	4.3
School and cluster based in-services training	6.6	6.4	6.5
Minor repairs	13.4	11.4	12.8
Sports and culture	19.1	14.5	17.6
Other	6.1	18.2	10.4

*Source: Survey data, 2014*

Besides the ancillary levies being charged in schools, the survey found that most schools rely on other sources to raise sufficient revenues or support to accomplish their activities. Some of these sources include the Parent Teacher Associations (PTAs), NGOs, the District Assemblies (DA) and other development agencies. More schools in rural areas receive support from NGOs than urban schools (Figure 4.2). While nearly 10 percent of the schools in rural areas received support from NGOs, only about three percent of the schools in urban areas received support from NGOs.

**Figure 4.2: Proportion of school funds raised from other sources besides the capitation grant and levies**



Source: Survey data, 2014

School management, provision of teaching and learning materials and minor repairs consumes the highest share of resources received from other sources (Table 4.3). One third of resources received from other sources went into school management and about a fifth was spent on minor repairs while another fifth was spent on the provision of teaching and learning materials. Resources from other sources are less likely to be used in school and cluster-based in-service training for teachers or community and school relations. This received the least allocation of expenditure in the 2012/13 academic year as far as the usage of resources from other sources is concerned.

**Table 4.3: Percentage of total amount from other sources spent on the various items in 2012/13**

Item / Activity	Urban	Rural	Total
Enrollment drive	2.72	8.23	5.13
Provision of TLM	19.58	19.85	19.70
School management	36.01	29.35	33.10
Community and school relations	2.66	3.82	3.17
Support to needy students	7.70	5.11	6.57
School and cluster based in-services training	1.62	3.33	2.37
Minor repairs	22.45	18.71	20.81
Sports and culture	7.24	11.60	9.15
Other	0.02	–	0.01
Total	100.0	100.0	100.0

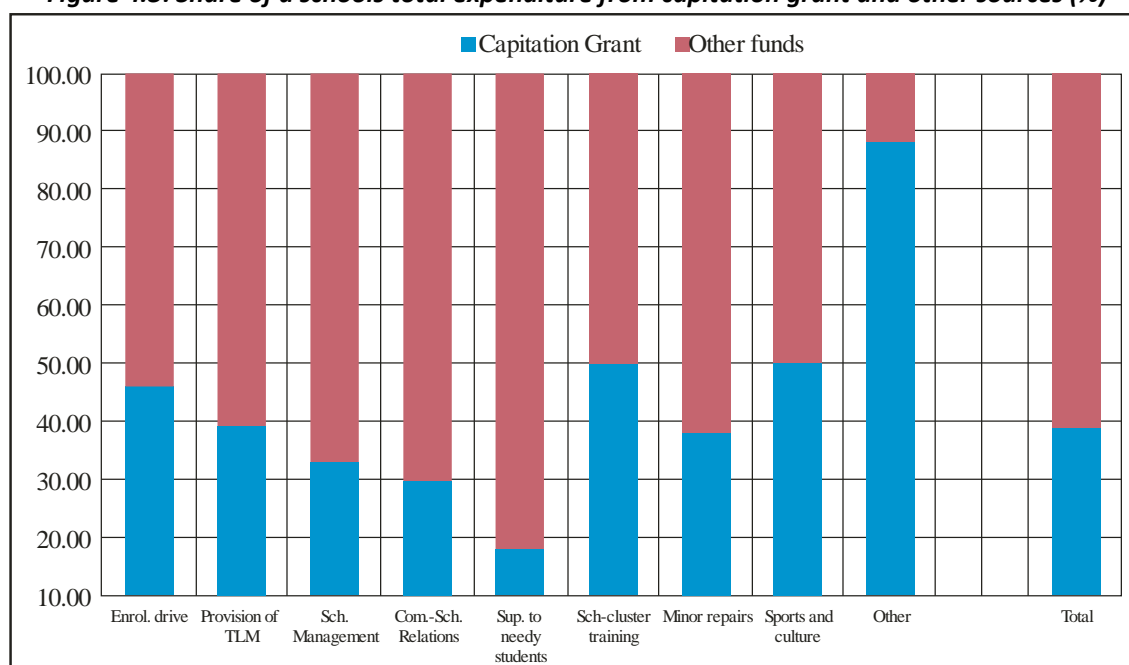
Source: Survey data, 2014

While about 36 percent of all resources obtained from other sources is spent on school management in urban areas, about 30 percent of resources obtained by schools in rural areas is spent on school management. Rural schools however spent four times more (eight percent) of their resources on enrolment drive than urban schools. Rural schools also spent about four percentage points higher (11.6 percent) on sports and culture compared to schools in urban areas who spent about seven percent. Urban schools spent slightly more of their resources obtained from other sources on supporting needy students compared to rural schools.

**The capitation grant constitutes about 38 percent of the total expenditure of a school in 2012/13 academic year (Figure 4.3). This implies that public basic schools have to cover**

**over 60 percent of their budgetary requirements from other sources.** As indicated earlier, this has been the general frustration of head-teachers that the capitation grant is awfully insufficient to cover even operational costs. They also use this as the justification for the charging of levies and fees on items such as sports and culture which are supposed to have been covered under the capitation grant, and examination fees.

**Figure 4.3: Share of a schools total expenditure from capitation grant and other sources (%)**



Source: Survey data, 2014

## **CHAPTER FIVE**

### **EFFECT OF THE CAPITATION GRANT ON BASIC SCHOOL EDUCATION**

#### **5.1 Introduction**

The capitation grant scheme was introduced to eliminate the payment of special levies, fees and charges in public basic schools, improve access and to bolster quality of education through the provision of teaching and learning materials and also supervision. This chapter discusses the impact of the school capitation implementation under four sections:

- Impact of the capitation grant on the payment of school fees and other special levies.
- Effect of the capitation on school enrolment, attendance and retention.
- Effect of implementation of capitation grant on equitable access to education, especially among the poor and marginalised.
- Quality of basic education in general and school management and supervision after the implementation of the school capitation grant.

#### **5.2 Impact on the payment of school fees and other levies**

The results of the household and the school surveys as well as the community and teacher-based focus group discussions show that payment of some special fees in public basic schools has been eliminated by the implementation of the capitation grant scheme. However a number of special levies, fees and charges exist, even though no DDE admits official sanctioning of these levies. While some of the levies are school-specific and meant to cater for items not covered by the capitation grant, others are introduced as a consequence of the delays in the release of the grant. Generally these special levies, fees and charges could be categorised based on (i) purpose for which they are being collected, and (ii) sources of the levies, fees and charges.

##### *Purpose-based levies, fees and charges*

There are three categories of levies based on the **purpose** for which they are charged. These are: (i) administrative (operational), (ii) capital development (the construction and repair of school infrastructure), and (iii) incidental levies.

- i. **Administrative/Operating levies:** These levies are regular (termly or yearly) and cut across all levels of basic schools. All levies charged for the purpose of sports, culture, examination, and stationery (chalk, slate, etc.) fall into this category. Others include levies for utility bills (water and electricity) and computer (ICT) fees. The charging of sports and culture levy for example is in response to the delay in the release of grant for these activities when the time is due. Schools therefore rely on parents to pay these levies to fill in the gap.
- ii. **Capital development/improvement levies:** Levies for capital development are also a regular feature in school bills. Capital development levies are usually charged yearly. Capital development levies may also be imposed by a school's PTA for a specific purpose; in that case it can be termly, yearly or time limited. Some examples include levies for building/maintaining a computer laboratory, constructing a school wall or classroom block which is usually popular among schools in urban areas. Capital development levies are school-specific and therefore introduced to cover or provide services or facilities unsupported in the capitation grant. PTA dues also fall under this

category even though the management of the funds is in the hands of a select committee of the PTA.

- iii. ***Incidental levies:*** These levies are irregular, ad hoc and only charged in response to a need. School levies that fall in this category include levy for excursion, funeral levy and casual workers (including volunteer teachers and security guards). In the case of casual workers, even though incidental, it can become regular and renewed for a long time. One other levy that could be classified under incidental is the charge for extra-classes which is prominent in (but not exclusive to) the Junior High Schools. This is incidental because it is based on self-enrolment and a child can choose whether to participate in an extra-curricular activity or not.

#### Source-based levies, fees and charges

There are two categories of levies based on the **source of authority** to levy. These are: (i) school-sponsored levies and (ii) PTA-sponsored levies.

- i. ***School-sponsored levies.*** School-sponsored levies are proposed and pushed through by school administration. All school-sponsored levies require approval from the district education office (DEO) and, once approved, they are compulsory for every parent to pay. All head-teachers interviewed indicated that the process of getting approval for school levies takes time. Depending on the type of levy and the amount involved, a school will need the support of or through the PTA (SMC) to apply to the DEO through the circuit supervisor. The application letter must indicate the type of levy, use of it, amount involved and the exigency of it.

Interviews with head-teachers revealed that most of the school-sponsored levies currently being collected have not received official approval, even though head-teachers claim that officials of the DEO are aware they collect the levies. This seems to explain why District Directors indicated that they are not aware of levies being charged in the schools. Head-teachers explained the lack of official approval with the length of time that it takes to get such applications approved. The process of receiving consent and backing from the DEO for most of these levies can take a year or much longer which impedes the collection of such important levies for school management.

- ii. ***PTA-sponsored levies*** can either be parental collective volition or purely individual parental choice. The PTA which is composed of parents and teachers, intended to facilitate parental participation in schools' management, do levy themselves for various developmental or school improvement activities. School PTA dues, a regular amount that parents have imposed on themselves, payable termly for the welfare of the association, is a typical example of parental collective voluntary action. PTAs may also from time to time levy themselves for capital development purposes. Most schools rely on the PTA for various infrastructure development activities. Levies such as PTA-self levies do not require approval from the DEO, once the payment is done through the association's own structures. However, the DEO ought to be informed of the existence of such levies in a school. Membership compliance is enforced by the leadership of the PTA.

#### **5.2.1 Prevalence of special levies charged by schools**

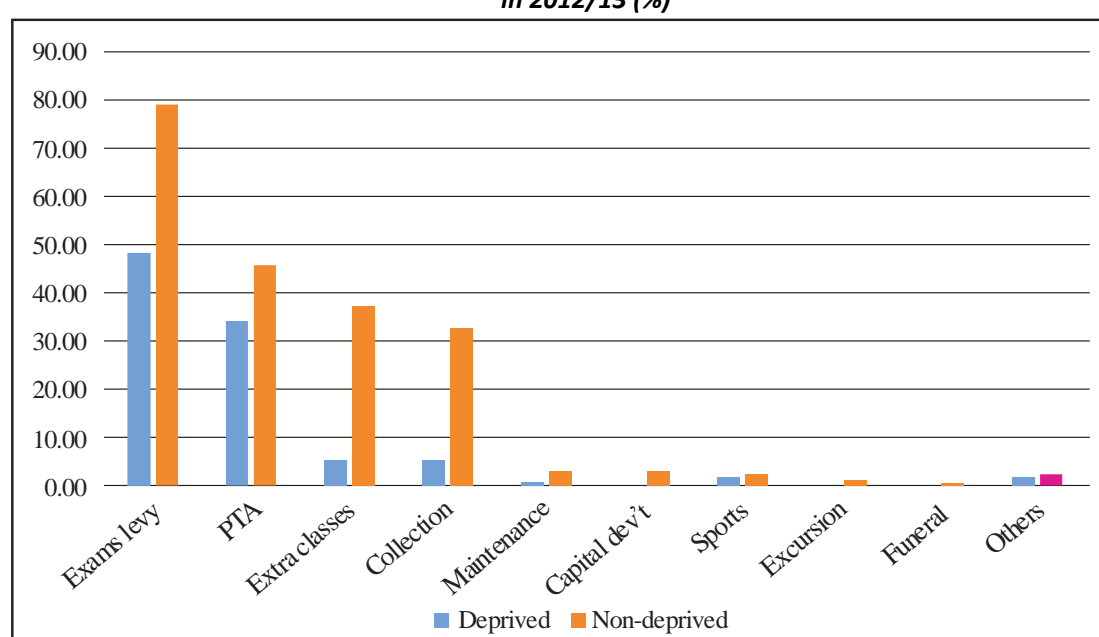
The survey showed that more than 70 percent of all public schools charge fees for printing examination questions, and this is most popular in non-deprived districts where nearly 80 percent of schools charged for printing of examination questions (Figure 5.1). PTA levies and



fees for extra classes are the other most prevalent types of levies that parents have to pay, which are all popular among schools in non-deprived districts.

There are other miscellaneous payments, such as “collection” (offertory), that do not find a place in the categorisation, albeit a highly prevalent practice. Almost 27 percent of all schools take “collection” and the percentage is much higher among schools in non-deprived districts. There is no fixed amount for payment of “collection”, but it is regular (a day in the week) and every child is aware and prepares for it. During the follow-up fieldwork, a head-teacher acknowledged that it is done similar to what is done in the church. It is normally done after Morning Prayer sessions for children and staff. Those monies are not levies and whatever is realised is used by the school for petty purchases. The teachers defended the collection phenomenon as a way of “building in children the habit of giving.”

**Figure 5.1: Proportion of public schools in deprived and non-deprived districts that charged levies in 2012/13 (%)**



Source: Survey data, 2014

When taking a closer look at the regional distribution of schools that charged various levies, it was observed that levies for printing of examination questions and PTA levy are common items in all regions including non-deprived districts (Table 5.1). In the Volta region all the schools in deprived districts charged a levy for printing of examination questions and in the Western, Eastern and Ashanti regions more than 80 percent of schools in deprived districts charged levy for printing of examination questions. In the Upper West region nearly 60 percent of schools in deprived districts charged for printing of examination questions. It is only in the Northern and Upper East regions that the proportion of schools in deprived districts that charged for printing of examination questions is about 6 percent and 10 percent respectively.

Charging for extra classes is prevalent among deprived districts in the Western region and among non-deprived districts in the Ashanti region. About 57 percent of the schools in the deprived districts in the Western region charged for extra classes and about 62 percent of schools in non-deprived districts in the Ashanti region charged for extra classes. However, in the deprived districts only 47 percent of schools charged a PTA levy. The idea of collection is prevalent among schools in non-deprived districts in the Western, Central and Greater Accra regions.

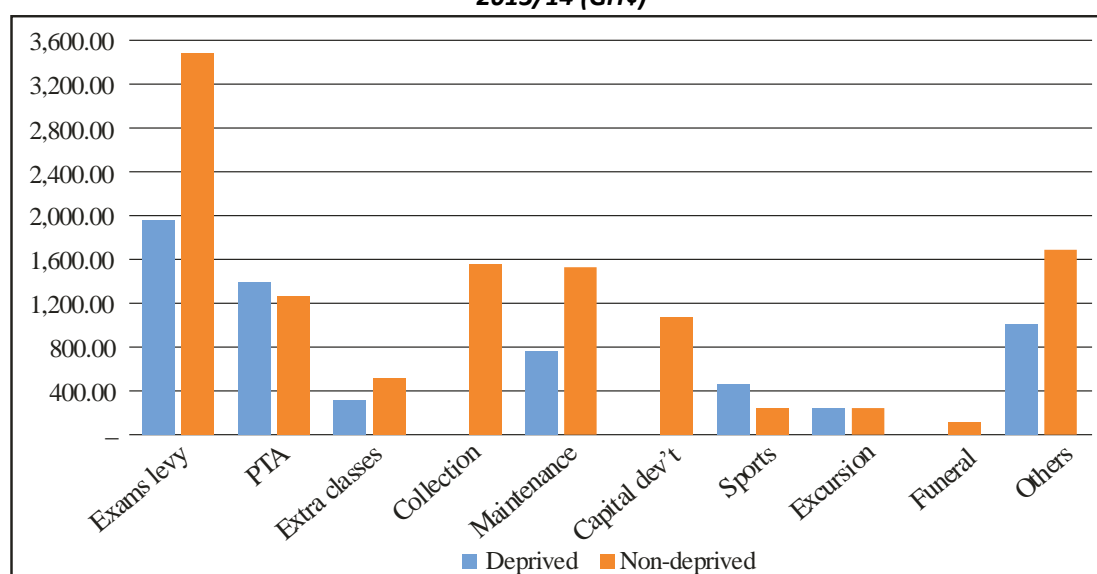
**Table 5.1: Proportion of schools that charged various levies by regions (deprived and non-deprived districts) in 2012/13**

Deprived districts	Extra classes	PTA	Maintenance	Capital dev't	Print Exams qns	Excursion	Sports	Funeral	Collection
Region									
Western	57.1	42.9	0.0	0.0	85.7	0.0	0.0	0.0	42.9
Volta	14.3	28.6	14.3	0.0	100.0	0.0	0.0	0.0	0.0
Eastern	0.0	50.0	0.0	0.0	87.5	0.0	0.0	0.0	12.5
Ashanti	0.0	12.5	0.0	0.0	87.5	0.0	0.0	0.0	0.0
Brong Ahafo	5.9	29.4	0.0	0.0	41.2	0.0	0.0	0.0	11.8
Northern	0.0	35.3	0.0	0.0	5.9	0.0	0.0	0.0	0.0
Upper East	0.0	20.0	0.0	0.0	10.0	0.0	0.0	0.0	0.0
Upper West	0.0	46.7	0.0	0.0	60.0	0.0	6.7	0.0	0.0
Non-deprived districts									
Western	32.7	40.4	3.9	3.9	78.9	1.9	3.9	0.0	71.2
Central	38.6	31.6	3.5	1.8	71.9	1.8	0.0	0.0	56.1
Greater Accra	13.0	26.1	8.7	0.0	73.9	4.4	4.4	0.0	43.5
Volta	22.9	47.9	2.1	0.0	85.4	2.1	2.1	0.0	12.5
Eastern	20.0	44.0	0.0	8.0	68.0	0.0	4.0	0.0	0.0
Ashanti	62.0	55.0	2.0	4.0	83.0	0.0	3.0	2.0	20.0
Brong Ahafo	9.1	72.7	0.0	9.1	90.9	0.0	0.0	0.0	18.2
Upper East	33.3	33.3	0.0	0.0	100.0	0.0	0.0	0.0	0.0
Upper West	0.0	87.5	12.5	0.0	75.0	0.0	0.0	0.0	0.0

**Source: Survey data, 2014**

From the schools data, it can be observed that schools mobilize substantial amount of money from charging extra classes and examination levies. A school in a non-deprived district made on the average about GH¢3,500 through collection of extra classes, and schools in deprived districts made about GH¢2,000 in 2013/14 (Figure 5.2). In both deprived and non-deprived districts a school can raise up-to GH¢1,500 through examination levies.

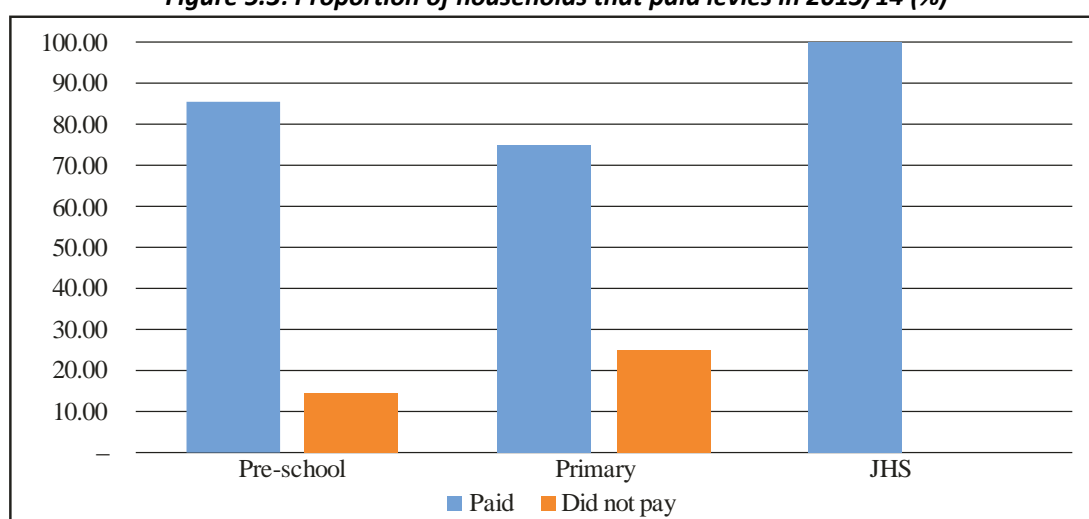
**Figure 5.2: Average amount of money from levies by schools in deprived and non-deprived districts – 2013/14 (GH¢)**



Source: Survey data, 2014

Some households however did not pay any school levy in the previous academic year. **In public pre-schools and primary schools, 85 and 75 percent respectively of all households surveyed paid some levies (Figure 5.3). In other words, only 15 percent and 25 percent of households surveyed who have children in pre-school and primary schools respectively did not pay any levy.** All households with children in JHS paid some levies regardless of location of the school.

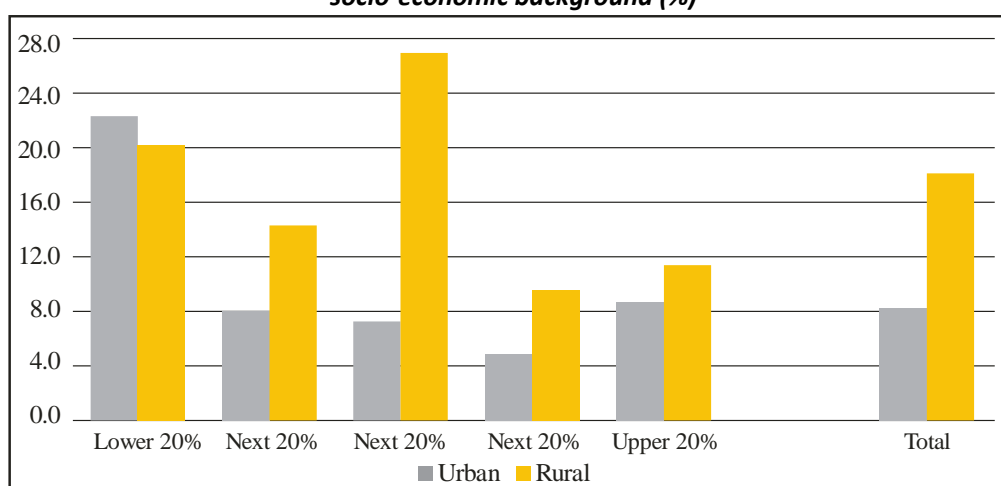
**Figure 5.3: Proportion of households that paid levies in 2013/14 (%)**



Source: Survey data, 2014

The proportion of households with children in pre-school that did not pay levies or any charges at all is higher in rural areas than in urban areas. About 18 percent of households in rural areas with children in public pre-school compared to eight percent in urban areas did not pay any levy. **In terms of socio-economic background, one out of five households in the poorest wealth quintile does not pay any levy for children in public pre-school (Figure 5.4).** This is an indication that the capitation grant is effective in relieving some of the most deprived households of the cost of education.

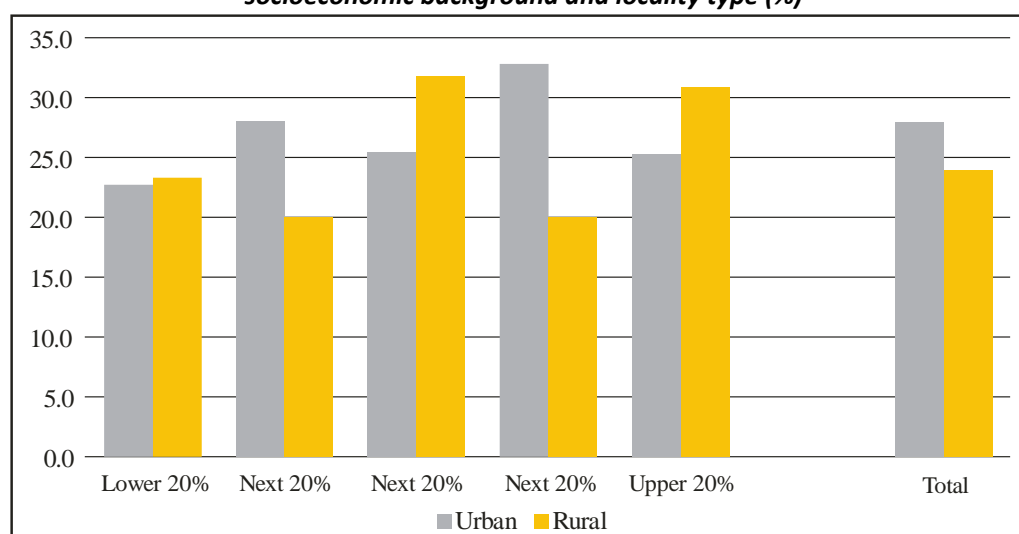
**Figure 5.4: Rural and urban households with children in public pre-schools that did not pay any levy, by socio-economic background (%)**



Source: Survey data, 2014

In public primary schools, on average one out of four households did not pay any school levy (Figure 5.5). There are slightly more urban households with children in public primary schools who did not pay levies (28 percent) compared to similar households in rural areas (24 percent). In terms of socio-economic grouping, there are many more rural households in the middle to the top 20<sup>th</sup> percent wealth group who did not pay any levies.

**Figure 5.5: Households with children in public primary school level that did not pay any levy, by socioeconomic background and locality type (%)**



Source: Survey data, 2014

### 5.2.2 Size and share of special levies paid by households in 2013/14

The discussion in this section focuses only on households that paid levies for their wards in pre-schools, primary schools and Junior High Schools.

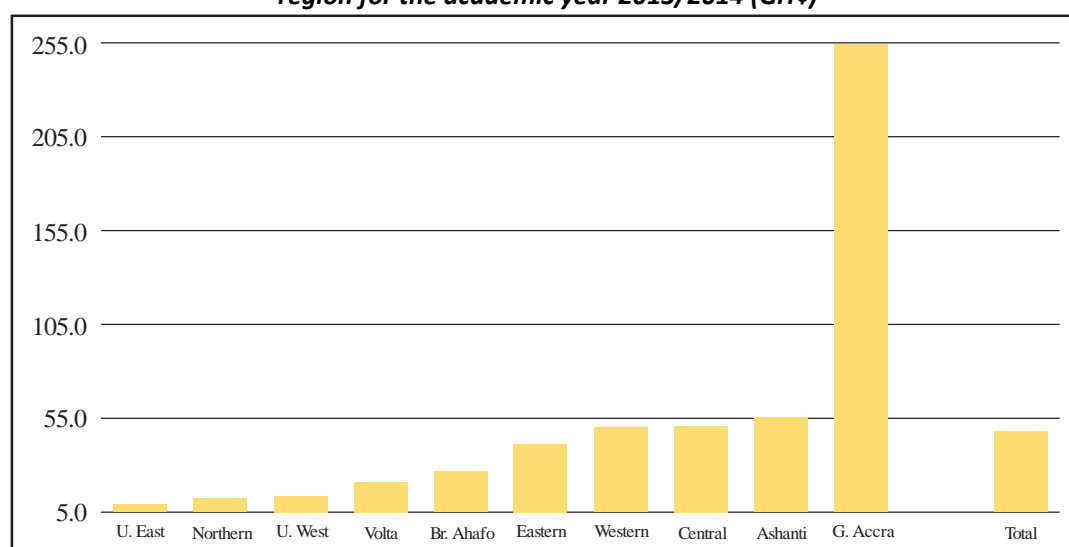
#### **Box 5.1: Summary of key findings:**

- ❖ Amount paid by parents in special levies and charges, at all levels of basic education (i.e. pre-school, primary and JHS), is at least 10 times greater than capitation grant paid per pupil.
- ❖ Private schools pay more levies and charges than public schools.
- ❖ Wealthy households pay more levies and charges than poorer households
- ❖ Payment of levies and charges were higher in relatively well endowed communities than in the poorer ones.
- ❖ The impact of the capitation grant was relatively higher for poorer households and communities than the relatively affluent ones

#### *Pre-schools*

Parents who have children in public pre-schools only paid an average amount of GH¢47.70 towards school levies in the 2013/14 academic year, which is about one-eighth the per capita amount paid by households with children in private pre-schools (GH¢359.60). Households in Greater Accra region paid, on average, a higher amount per capita towards special levies in public pre-school (Figure 5.6). The average amount a household in Greater Accra Region paid in levies for a child in a public pre-school was GH¢254.20, while households in the three northern regions, Upper West, Upper East and Northern regions, paid on average GH¢13.40, GH¢9.20 and GH¢12.30, respectively, as per capita levies for children in pre-school.

**Figure 5.6: Average per capita amount paid as levies by households with children in public pre-schools by region for the academic year 2013/2014 (GH¢)**



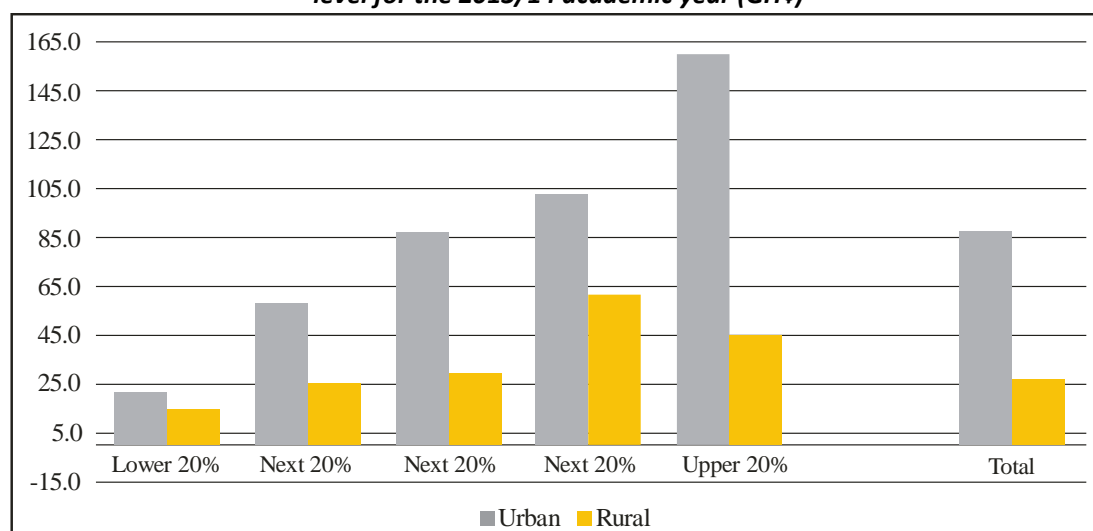
Source: Survey data, 2014

Pre-schools in urban areas generally charge higher levies than pre-schools in rural areas. The average amount paid by a household in an urban area with a child in a pre-school who made payments towards special levies was GH¢87.60 for the 2013/14 academic year (Figure 5.7). Households, who by the wealth measurement, fall in the richest group (fifth quintile) and have

children in only public pre-schools paid about GH¢159.7 which is about seven times that of households in the poorest fifth on the socioeconomic ladder (GH¢21.5).

The amount paid by rural households on the average towards special levies during the 2013/14 academic year was GH¢27.40, about a quarter of what their counterparts in the urban areas paid. Households with children in only private schools in the rural areas paid about GH¢198.80, which is about seven times as high as those with children in only public pre-schools. The amount paid by households in the wealthiest group (fifth quintile) with children in only public pre-schools (GH¢44.90) is about three times higher than what was paid by households in the lowest fifth of the socioeconomic ladder (GH¢21.50).

**Figure 5.7: Average per capita amount paid as levy by rural households with children at the pre-school level for the 2013/14 academic year (GH¢)**

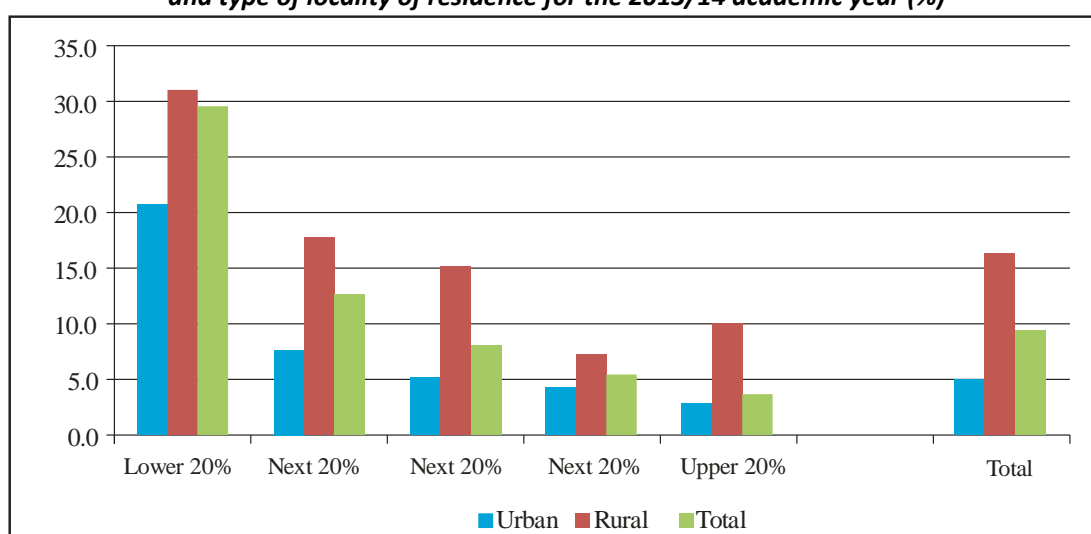


Source: Survey data, 2014

**Overall, parents' payment of special levies for public pre-schools is over 10 times the amount disbursed as capitation grant per a child.** Comparing the amount disbursed as capitation against the per capita amount paid towards special levies in public pre-schools, the per capita capitation grant is only about nine percent the amount paid as levies per a child (Figure 5.8). In rural areas the capitation grant that is given per child constitutes about 16 percent of the amount a parent paid towards special levies. The value of the subsidy is substantially larger for rural households compared to urban households, which is only about 5 percent.

Disaggregated by the different socioeconomic groups, the magnitude of the capitation grant relative to the per capita amount paid as levies, decreases from the lowest wealth quintile (poorest 20 percent) to the richest 20 percent. It is about 30 percent for households in the lowest quintile, compared to less than five percent for households in the highest quintile.

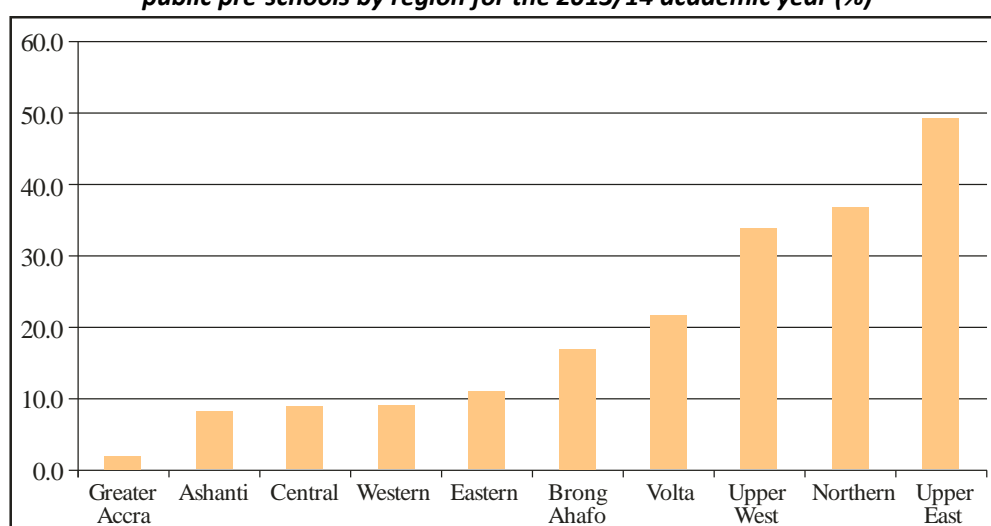
**Figure 5.8: Ratio of per capita grant to levies on children in public pre-schools by socioeconomic group and type of locality of residence for the 2013/14 academic year (%)**



Source: Survey data, 2014

The relative value of the capitation grant is larger for households in the three northern regions compared to the other regions. **The per capita grant is about 50 percent of per capita levies paid by a household in the Upper East region, 37 percent in the Northern region and 34 percent in the Upper West region (Figure 5.9).** This implies that in the Upper East region, for example, households with children in public pre-schools would have had to pay 50 percent more of what they are already paying if there was no capitation grant. The relative value of the capitation grant in the Greater Accra Region is the least (1.8 percent). It shows that the capitation grant subsidy has a higher impact in northern parts of the country than the southern part, which is to be expected given the socio-economic characteristics of the northern regions.

**Figure 5.9: Average per capita capitation as a percentage of the amount paid as levies on children in public pre-schools by region for the 2013/14 academic year (%)**



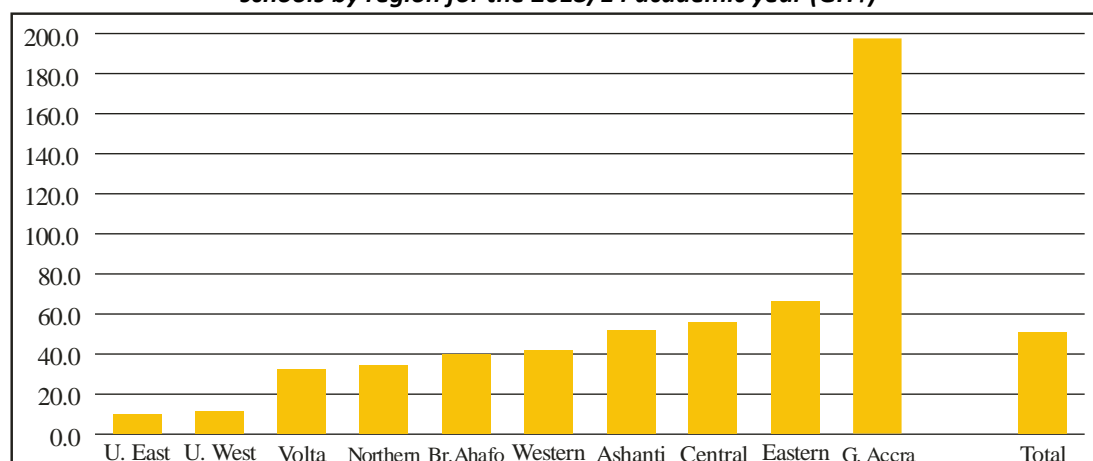
Source: Survey data, 2014

#### Primary schools

Per capita levies in private primary schools are as much as nine times in public primary schools. On average, households with children in primary schools – public and private – paid GH¢284.40 towards special levies. However, households with children attending only public primary schools paid GH¢51.30 on average, which is one-ninth of the per capita amount paid

by households with children in only private primary schools (GH¢479.50). On average, the per capita amount paid towards special levies by public primary school children in Greater Accra region (GH¢198.00) were about three times that of Eastern region (GH¢66.20), the second highest amount paid, and 20 times that of households in the Upper East (GH¢9.90), the lowest amount paid (Figure 5.11).

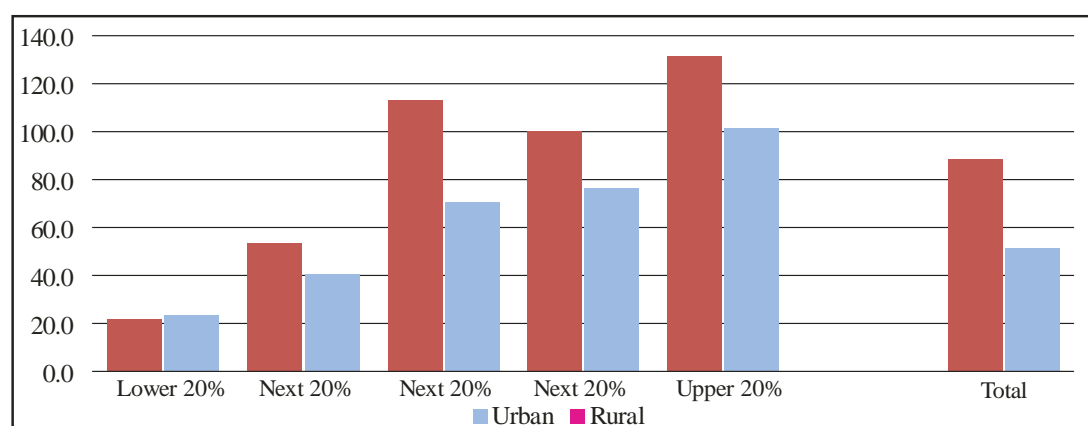
**Figure 5.10: Average per capita amount paid as levies by households with children in public primary schools by region for the 2013/14 academic year (GH¢)**



Source: Survey data, 2014

Wealthy households with children in public primary schools paid GH¢101.40 in levies, which is more than four times the amount paid by poorer households which is estimated at GH¢23.30.

**Figure 5.11: Per capita amount paid as levies by households with children in primary school for the 2013/14 academic year (GH¢)\*, by location and wealth quintile**



Source: Survey data, 2014

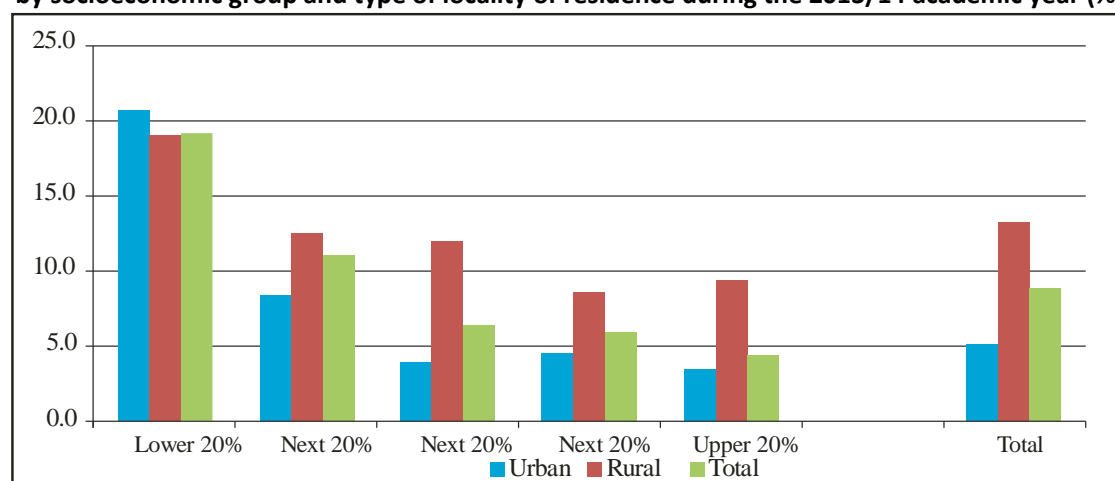
NB: \* This represents only households in urban areas who paid levies for children in primary schools

**Similar to the finding for pre-schools, what parents pay as special levies in public primary schools is more than 10 times the amount disbursed as capitation grant per a child.** The value of the capitation grant relative to the per capita amount paid towards special levies in public primary schools shows that on average the per capita capitation grant is about 8.8 percent (Figure 5.12). **In rural areas the value of the capitation grant is about 13 percent the amount parents pay towards special levies in primary schools.** The relative value to rural households is more than twice the value for urban households, which is only about five percent.



Disaggregated by socio-economic groups, the value of the capitation grant is higher for households in the poorest 20 percent of the population but decreases towards the wealthiest 20 percent quintile. Whilst the value of the grant in terms of amount paid towards special levies is about 19 percent to households in the lowest 20<sup>th</sup> percent quintile, it constituted less than 5 percent of the amount paid by households in the upper 20<sup>th</sup> percent quintile group.

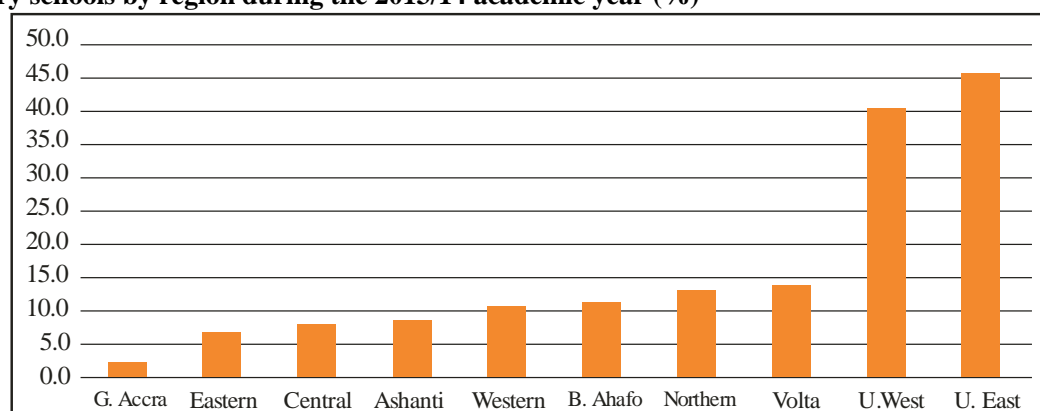
**Figure 5.12: Per capita capitation relative to amount paid as levies on children in public primary schools by socioeconomic group and type of locality of residence during the 2013/14 academic year (%)**



Source: Survey data, 2014

Similar to the pattern observed at the pre-school level, the relative value of the capitation grant to households with children in primary schools is higher for the Upper East and Upper West regions compared to the other regions. The per capita grant is about 46 percent of per capita levies paid by a household in the Upper East region, 41 percent in the Northern region and 34 percent in the Upper West region (Figure 5.13). This implies that in the Upper East region, for example, households with children in public primary schools would have had to pay nearly 50 percent more of what they are already paying if there was no capitation grant. **In Greater Accra the relative value of the capitation grant is only about 2.3 percent.**

**Figure 5.13: Per capita capitation as a proportion of amount paid as levies on children in public primary schools by region during the 2013/14 academic year (%)**



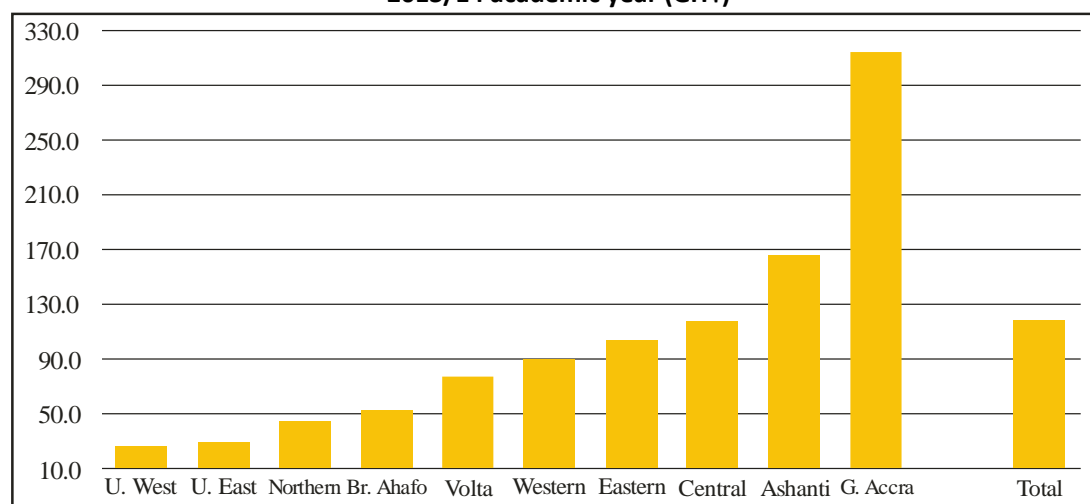
Source: Survey data, 2014

### Junior High School

Households with a child in a public Junior High School (JHS) paid on average GH¢118 per child towards special levies (Figure 5.14). The amount paid towards special levies in private JHS is GH¢507.80, which is about four times the amount charged in public JHS. In the Greater

Accra Region special levies are substantially higher than in the other regions. The average amount paid by a household in Greater Accra for both public and private JHS was GH¢501.40, however it amounts to GH¢314.50 for public JHS. **On average, the amounts paid by households with children in public JHS in the Upper East (GH¢29), Upper West (GH¢25.50), and the Northern region (GH¢43.90) are substantially smaller compared to the amount paid by households in the other regions.**

**Figure 5.14: Per capita amount paid as levies by households with children in Junior High Schools for the 2013/14 academic year (GH¢)**



Source: Survey data, 2014

**Households in urban areas paid on average GH¢160 towards special charges in public JHS (Table 5.2).** The average amount paid by a child in a private JHS is (GH¢562), which is about three and a half times the amount paid in public JHS. On average, the amount paid by households classified within the lower socio-economic group (lowest 20<sup>th</sup> percent group) is about 24 percent less than the amount paid by households in the upper 20<sup>th</sup> percent group.

**Table 5.2: Per capita amount paid as levies by households with children in Junior High Schools (Urban) (GH¢)**

Wealth status	Public	Private	Pub-Priv	Total
Lowest 20%	138.2	30.0	374.3	140.3
Next 20%	169.6	396.7	180.0	206.6
Next 20%	111.1	587.1	332.2	240.0
Next 20%	173.8	583.7	196.5	314.0
Upper 20%	182.5	565.3	294.5	345.9
<b>Total</b>	<b>160.0</b>	<b>562.0</b>	<b>268.3</b>	<b>290.1</b>

Source: Survey data, 2014

**Households in rural areas with children in public JHS pay an average of GH¢74 towards special levies and those in private JHS paid on average about GH¢303.60 (Table 5.3).** The amount paid in private schools is four times higher than the amount paid in public JHS. Wealthy households paid more compared with poorer households. On the average, the amount paid by households in the richest 20<sup>th</sup> percent group is about 55 percent more than the amount paid by poorer households in the poorest 20<sup>th</sup> percent group.

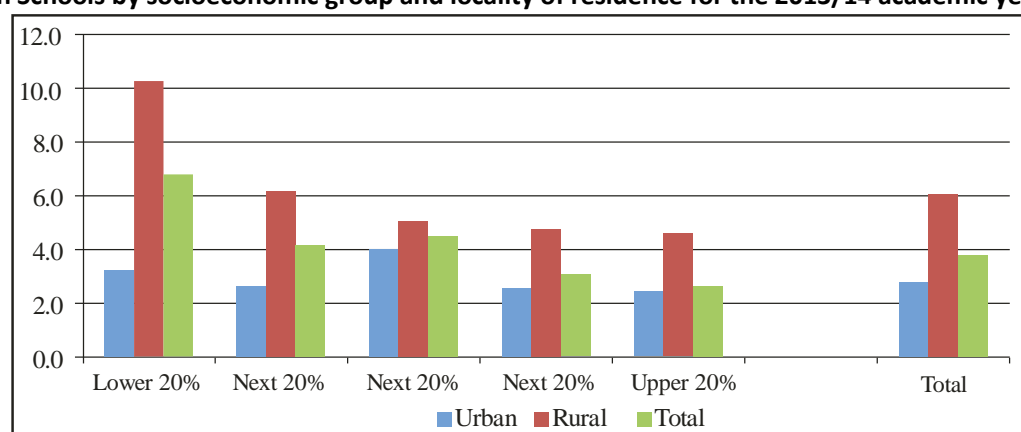
**Table 5.3: Per capita amount paid as levies by households with children in Junior High Schools (Rural) for the 2013/14 academic year (GH¢)**

Wealth status	Public	Private	Pub-Priv	Total
Lowest 20%	43.7	107.4	232.8	50.7
Next 20%	72.4	174.6	214.2	85.2
Next 20%	88.6	295.8	267.4	111.2
Next 20%	94.3	394.1	127.3	142.8
Upper 20%	97.4	403.9	122.9	203.2
<b>Total</b>	<b>73.9</b>	<b>303.6</b>	<b>186.1</b>	<b>104.6</b>

Source: Survey data, 2014

On average, the amount that a parent paid towards special levies in public JHS is about **26 times the capitation grant given to a child**. The per capita capitation is less than four percent the average amount that parents paid for a child in a public JHS (Figure 5.15). In rural areas the value of the capitation grant is about six percent the amount paid by households towards special levies. For households in the poorest population group in rural areas, the per capita capitation grant is however equivalent to over 10 percent of average amount paid. In urban areas the relative value of the capitation grant to a child is about three percent the average amount paid towards special levies per a child. **When disaggregated by socioeconomic status, the value of the capitation grant is still highest for rural households in the poorest 20<sup>th</sup> percent of the population as is the case for households with children in public primary schools and pre-schools.**

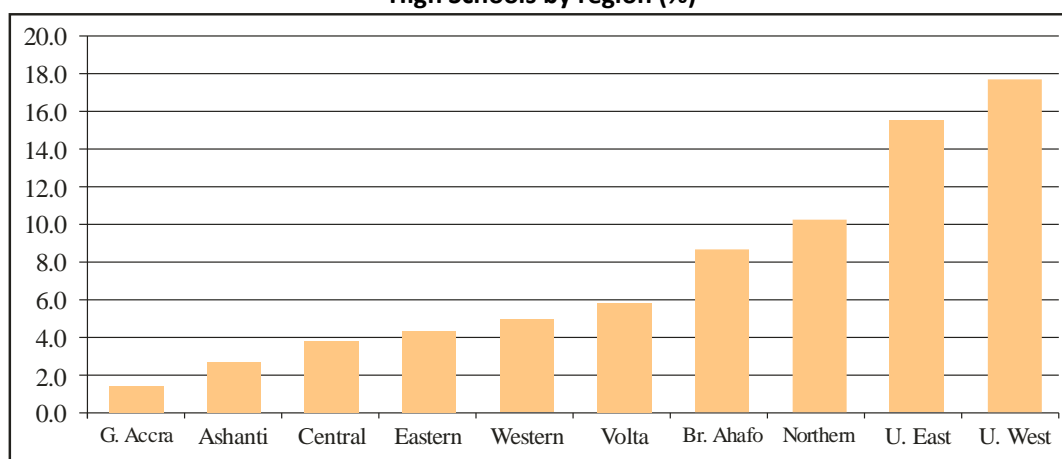
**Figure 5.15: Per capita capitation as a proportion of amount paid as levies on children in public Junior High Schools by socioeconomic group and locality of residence for the 2013/14 academic year (%)**



Source: Survey data, 2014

Similar to the pre-schools and primary schools, the relative value of the capitation grant to households with children in JHS is highest for the poorer Upper East and Upper West regions compared to the other regions (Figure 5.16). **The per capita grant equates to nearly 18 percent of the amount paid as levies by households in the Upper East region and 15 percent in the Upper West region, and is in sharp contrast to Greater Accra where the capitation grant is equivalent to only about 1.4 percent of the levies.**

**Figure 5.16: Per capita capitation as a proportion of amount paid as levies for children in public Junior High Schools by region (%)**



*Source: Survey data, 2014*

Across the pre-school, primary and junior high school levels, it is evident that the capitation grant is unable to eliminate completely payment of special levies, fees and charges. The capitation grant only absorbs between four percent of the average amount paid in special levies in public JHS and nine percent of average amount paid in special levies by parents in public pre-school and primary school. Across locality, the amount paid in special levies is higher in urban areas where the cost of living is generally higher compared to rural areas, and levies paid are substantially higher in the Greater Accra region compared to the other regions.

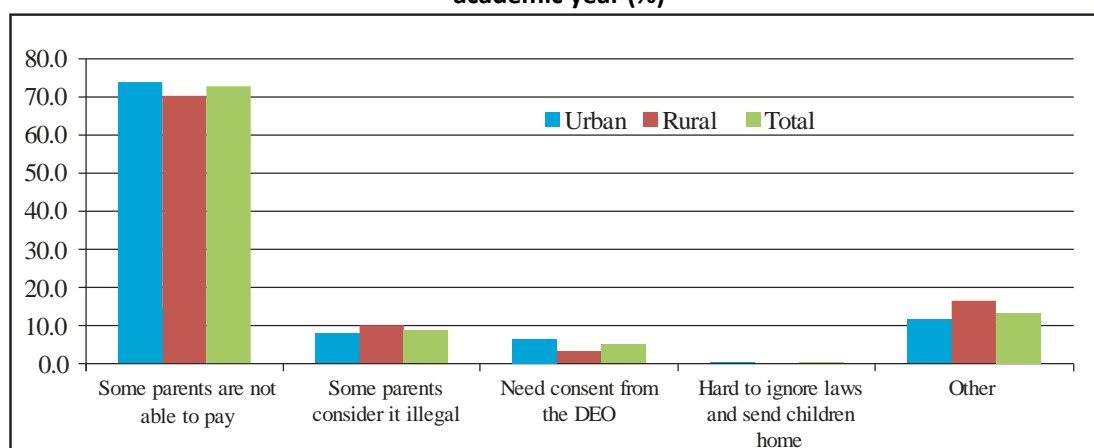
On average per capita levies paid in the three northern regions were found to be significantly smaller compared to the amount paid in other regions. The follow-up fieldwork revealed that whilst indeed the actual amounts collected in levies in these regions were smaller, the implementation of the Ghana Partnership for Education Grant (GPEG) in Ghana's deprived districts may also account for the difference in the per capita amount paid for special levies across the regions.

GPEG is a three year grant for US\$75.5 million, implemented by the Ghana Education Service in 57 deprived districts in eight out of ten regions. Out of the 57 deprived districts, 35 are in the three northern regions; 19 in the Northern, eight in Upper east and eight in Upper west region. Brong Ahafo also has eight deprived districts that equally benefit from the GPEG fund which also reflected in the lower per capita levy seen across basic schools.

### **5.2.3 Mode of payment, penalty for non-payment and effects on school attendance**

The majority of parents (77 percent) paid the levies in instalments directly to the school (Figure 5.17). The school survey also confirmed that about 80 percent of the amounts received from parents were in instalments. About 86 percent of schools received the examination fees in instalments while 14 percent received payment one-time. About 90 percent of the amount received as payments on extra classes were received on instalment basis, while 10 percent were paid once directly to the schools.

**Figure 5.17: Head teachers perceptions on challenges involved in collecting levies during the 2013/14 academic year (%)**

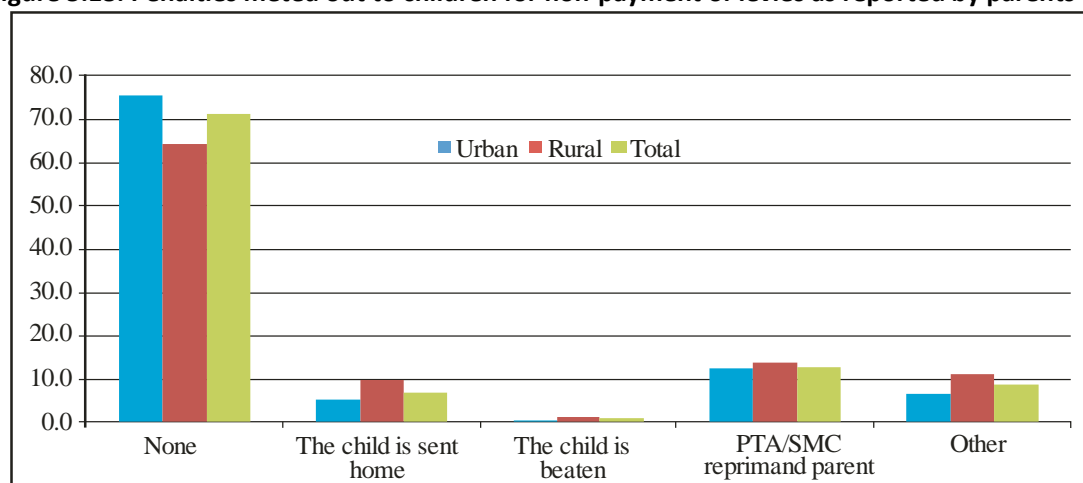


Source: Survey data, 2014

The majority of head-teachers (72 percent) were of the view that most parents find it difficult to pay the levies. According to about 10 percent of the schools, some parents consider all the levies as illegal and refuse to pay. Asked if they agree the levies were illegal, all head-teachers disagreed. Though they did not receive authorisation from the education office as required, the circuit supervisors were aware of some of the levies being collected.

Both parents and head-teachers noted that there are no standard penalties for non-payment of such levies and charges. According to 70 percent of respondents from the household survey, there are no penalties for non-payment of levies (Figure 5.18). This is similar to the proportion of surveyed schools that also indicated that there are no penalties for non-payment of levies. Further reviews indicated that there are however minor punishments in respect of specific levies. About 12 percent of the household survey sample indicated that parents who fail to pay PTA dues and other PTA-sponsored levies are normally reprimanded by the PTA executive or the SMC.

**Figure 5.18: Penalties meted out to children for non-payment of levies as reported by parents (%)**



Source: Survey data, 2014

According to seven percent of households surveyed, children are usually sent home if they are not able to pay examination levies. This percentage is much higher in the Western region (28 percent) and more than 10 percent in the Volta and Upper West regions. In the Volta region about three percent of parents indicated that the punishment for non-payment of maintenance levy is that children are caned in the school. In the Northern Region, the

community focus group discussion revealed that the most painful punishment to a child whose father fails to pay most of the levies is isolation, “name-calling” and **stigmatisation** of the child in school by the teachers.

The rural–urban difference suggests that the phenomenon of sending children home for non-payment of levies is higher in schools in rural communities than in urban schools. About 10 percent of schools in the rural communities will send a child home if that child refused to pay levies, compared to only about five percent of schools in the urban areas will do same.

**The community-based focus group discussions reviewed that children who fail to pay examination fees are denied participation in the end of term examination.** This was also confirmed in the school survey. In the interviews with head-teachers, they however denied some of the punishments that the parents mentioned. They suggested that sometimes these may be the actions of some individual teachers to persuade parents to pay the levies by pushing the children to also put pressure on their parents. For all these punishments mentioned, district directors interviewed indicated a parent can seek redress with the head-teacher or at the education office.

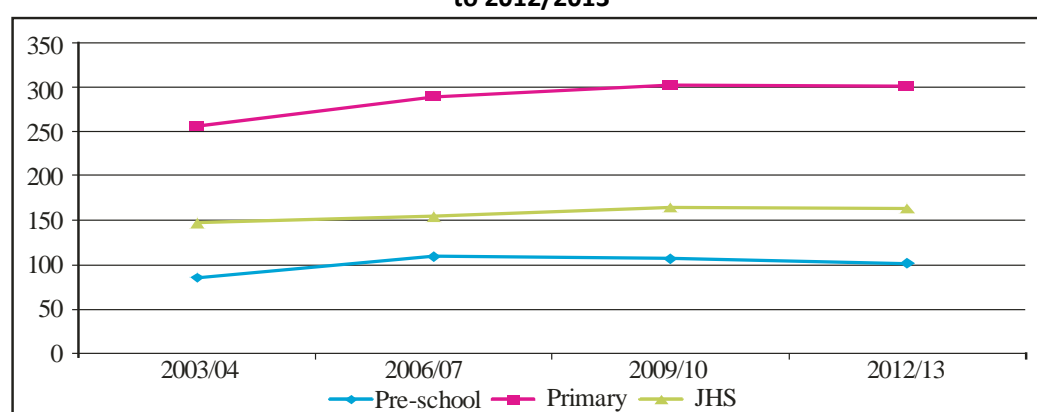
### 5.3 Impact on school enrolment, repetition and absenteeism in schools

The implementation of the capitation grant alone cannot be attributed to the increases recorded in school enrolment but other interventions that have been implemented including, school feeding programme, the free school uniforms, and the compulsory pre-school policy, may have had some positive impacts on school enrolment. Therefore the assessment of the impact of capitation grant on school enrolment and retention is made taking into consideration the existence of the other interventions. This section employs the citizens’ assessment survey data collected from schools in the sampled areas and also utilize other data from the Education Management Information System (EMIS) on Basic Statistics and Planning Parameters for Basic Education in Ghana to make inferences on the extent to which the capitation grant has impacted positively on school enrolment and retention.

#### 5.3.1 Enrolment and Retention

Data extracted from EMIS reports 2003/04 through 2012/13 shows that overall enrolment levels, gross enrolment rates (GER) and net enrolment rates (NER) at all levels of basic education have increased steadily over the period (Figures 5.19, 5.20 & 5.21).

**Figure 5.19: Number of children enrolled in a school at the end of the academic year between 2003/2004 to 2012/2013**

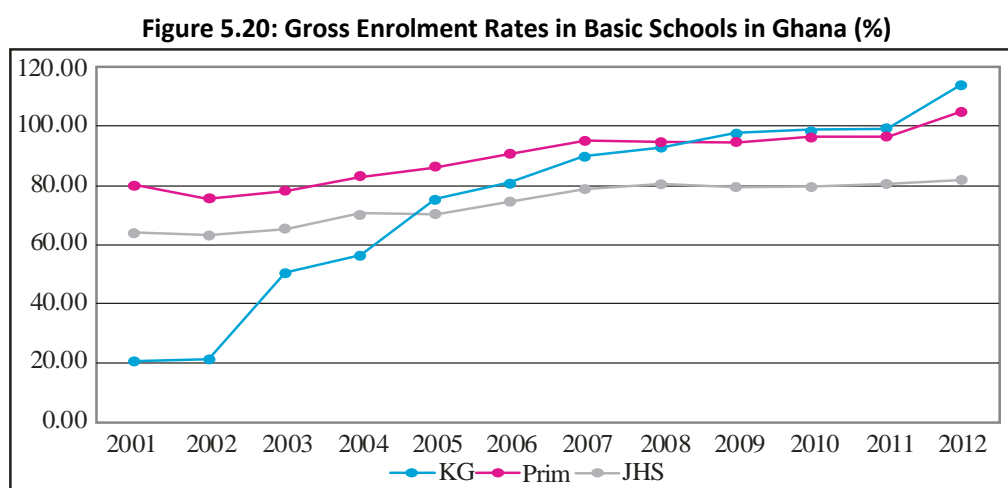


*Source: Ministry of Education (various reports from the EMIS Data)*

A remarkable increase in the GER occurred in the period after the introduction of the capitation grant which is about six times higher in primary schools and two times higher in JHS than the rate of increase obtained before the capitation grant.

The GER in primary schools increased by 18.6 percentage points from 86.4 percent in 2005/2006, the year immediately after the nationwide roll-out of the capitation grant, to 105 percent in 2012/2013 (Figure 5.20). This is significantly higher than the rate of increase before the capitation grant scheme was introduced which was only about 3.3 percentage points from 80 percent in 2001/02 to 83.3 percent in 2004/05. The GER in JHS also increased at a rate of 11.8 percent from 70.4 percent in 2005/2006, the year immediately after the nationwide rollout of the capitation grant, to 82.2 percent in 2012/2013.

This is significantly higher than the rate of increase before the introduction of the capitation grant scheme which was by only 6.2 percent from 64 percent in 2001/02 to 70.2 percent in 2004/05.

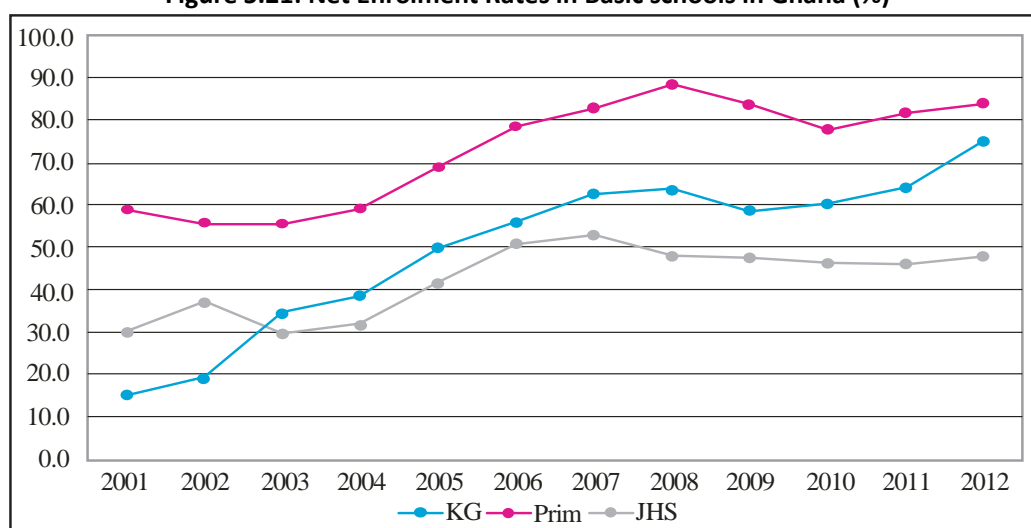


*Source: Ministry of Education (various reports from the EMIS Data)*

Primary schools experienced the most significant NER increase from 2005/06 (immediately after the introduction of the capitation grant), increasing at a rate of 15.3 percentage points from 68.8 percent in 2005//06 to 84 percent in 2012/13 (Figure 5.21). This is significantly higher than the rate of increase between 2001/02 and 2004/05 which was only 0.1%.

The NER in JHS increased at a rate of 6 percentage points between 2005/06 and 2012/13 from 41.6 to 47.8 percent. This is significantly higher than the rate of increase before the capitation grant scheme which was about 3.3 percentage points from 80 percent in 2001/02 to 83.3 percent in 2004/05. The NER in pre-schools remained almost the same before and after the capitation grant scheme at 23.5 percent and 24.8 percent respectively.

**Figure 5.21: Net Enrolment Rates in Basic schools in Ghana (%)**



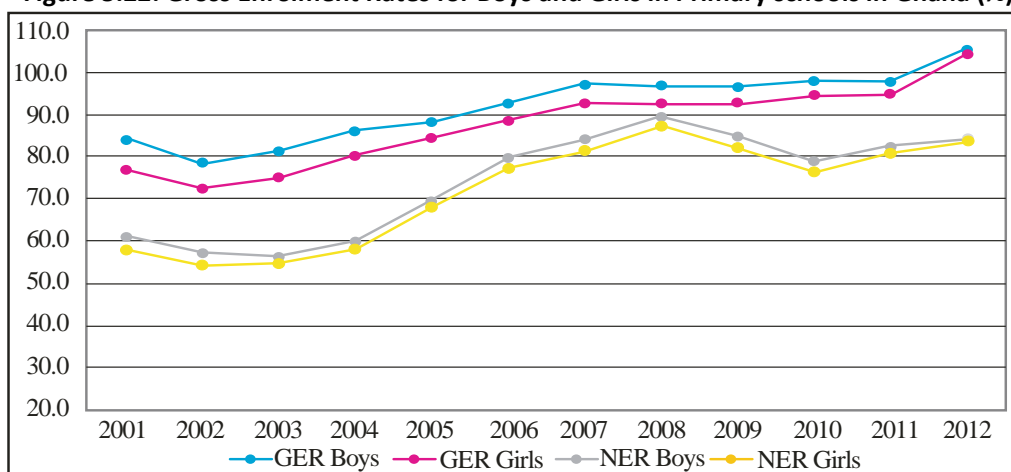
*Source: Ministry of Education (various reports from the EMIS Data)*

**Gender disparities in enrolment levels:** GER and NER in primary schools of boys continue to be slightly above that of girls over the years from 2001 until 2012, even though the gap in NER seems narrower compared to the GER (Figure 5.22).

- The GER seemed to have matched in the 2012/13 academic year signifying an overall improvement in girls' GER at the primary school level.
- The gap between boys and girls in terms of NER has on average been closing up. The gap was wider in 2001 and 2002, around three percentage points, but closed up towards 2005.
- As reflected in the GER and the NER, since 2009 the gap between boys and girls in NER in primary schools has closed up quite considerably to a difference of only 0.3 percentage points.
- There is however a wider gap in GER at the JHS level between boys and girls, continuously moving towards boys, and averaging around seven percentage points (Figure 5.23).
- NER on the other hand increased remarkably immediately after the introduction of the capitation grant for both boys and girls in JHS before declining in 2008. It averaged around 54 percent and 51.8 percent for boys and girls respectively, at a rate of 10 percentage points between 2005 and 2007. Since 2008, the NER for JHS has been declining, and declining much faster for girls compared to boys. It only started to peak again around 2010.
- Unlike for Primary schools, the gap between boys and girls NER at JHS has been widening. While before the introduction of the capitation grant (2001-2004), NER for girls in JHS was slightly above boys, the trend reversed since 2006 and the gap has since been widening.
- The disparity increased significantly between 2008 and 2009 at a rate of 4.7 percentage points. Even though this declined to less than two percent in 2011, the gap widened again to nearly seven percentage points in 2012.
- The implication of this is that not all girls completing primary school enter into JHS. This requires serious policy attention.

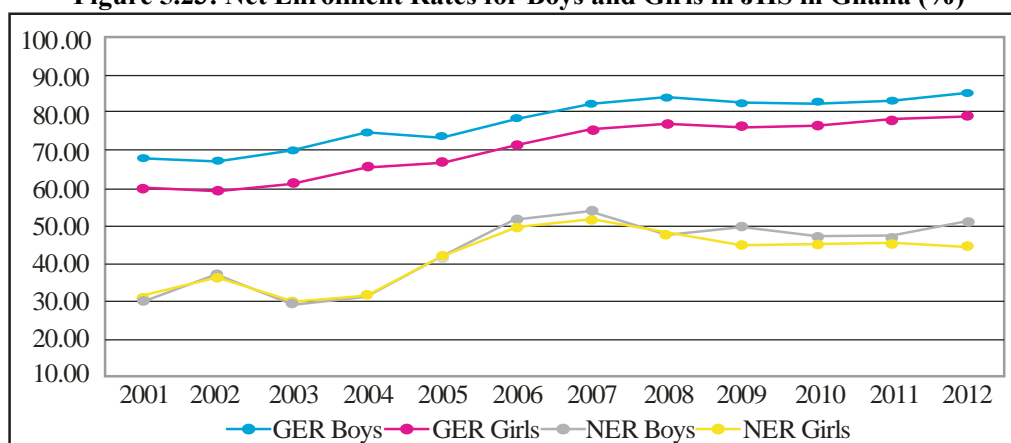


**Figure 5.22: Gross Enrolment Rates for Boys and Girls in Primary schools in Ghana (%)**



*Source: Ministry of Education (various reports from the EMIS Data)*

**Figure 5.23: Net Enrolment Rates for Boys and Girls in JHS in Ghana (%)**



*Source: Ministry of Education (various reports from the EMIS Data)*

### 5.3.2 Repetition

Repetition of a grade is not as prevalent an issue as child absenteeism discussed in the next section. This may be attributed to the capitation grant's inherent policy of non-repetition of children. This was alluded to in both the in-depth interviews with head-teachers and focus group discussion with the teachers.

All head-teachers interviewed noted that due to the policy of the capitation grant that no child is allowed to benefit twice from the capitation grant, implicitly children cannot repeat the same grade. In the focus group discussion with the teachers, they also explained that the low repetitions' trend in schools can largely be attributed to this policy as head-teachers try to avoid accusations from the district education office for having repeated pupils' names in the registers, even though some of the children deserve to be repeated for poor academic performance.

About 19 percent of children in the sample ever repeated a grade. Greater Accra had the highest number of children who ever repeated a grade in school of 25.5 percent (Table 5.4). This is followed by Eastern Region (24.4 percent) and Volta region (24 percent). The Northern region has the least in terms of the proportion of children that ever repeated a grade (8.4 percent).

**Table 5.4: Households with at least a child ever repeating a grade or absent from school for at least a day in the current academic year (%)**

Region	Repeated grade	Abstentee school
Western	18.3	29.4
Central	20.1	45.9
Greater Accra	25.5	52.6
Volta	24.0	38.2
Eastern	24.4	41.5
Ashanti	15.4	38.4
Brong Ahafo	15.7	34.4
Northern	8.4	15.0
Upper East	22.4	39.1
Upper West	15.5	39.0
<b>Total</b>	<b>18.6</b>	<b>36.7</b>

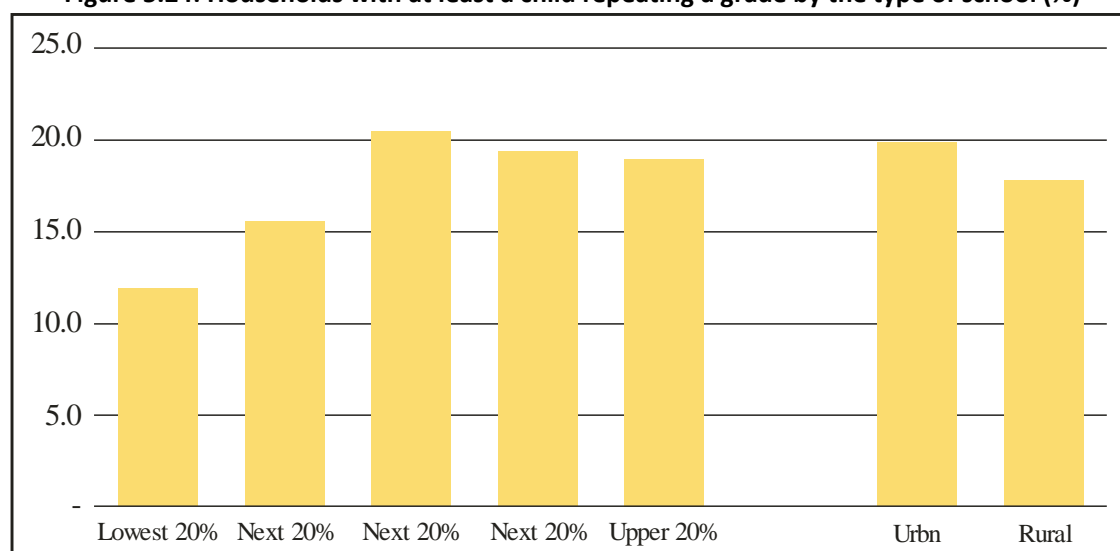
*Source: Survey data, 2014*

Across socio-economic groups in the survey sample, households in the poorest group recorded the least (11.9 percent) proportion of children repeating a grade in school (Figure 5.24). Households in the middle group, i.e. the third quintile, recorded the highest (20.5 percent) proportion of children repeating a grade in school. A slightly higher proportion of households in urban areas (19.9 percent) had a child repeating a grade in school than those in the rural areas (17.8 percent). It thus appears that parents who can afford it allow their children to repeat a grade to improve their studies, while those who cannot afford to repeat payments of fees and levies make their children continue.

Poor academic performance was mentioned as the main reason for grade repetition (56.5 percent), while inability to write terminal exams due to non-payment of levies was the reason for about three percent of children who ever repeated a grade.

Among the proportion of children in the poorest socio-economic group who ever repeated a grade 35 percent repeated because of their inability to pay school levies and 24 percent repeated because they could not write exams. One of the punishments for non-payment of levies is denial of child from writing the terminal examinations as discussed earlier. About 17 percent of children also ever repeated a grade for other reasons other than those mentioned earlier.

**Figure 5.24: Households with at least a child repeating a grade by the type of school (%)**



*Source: Survey data, 2014*

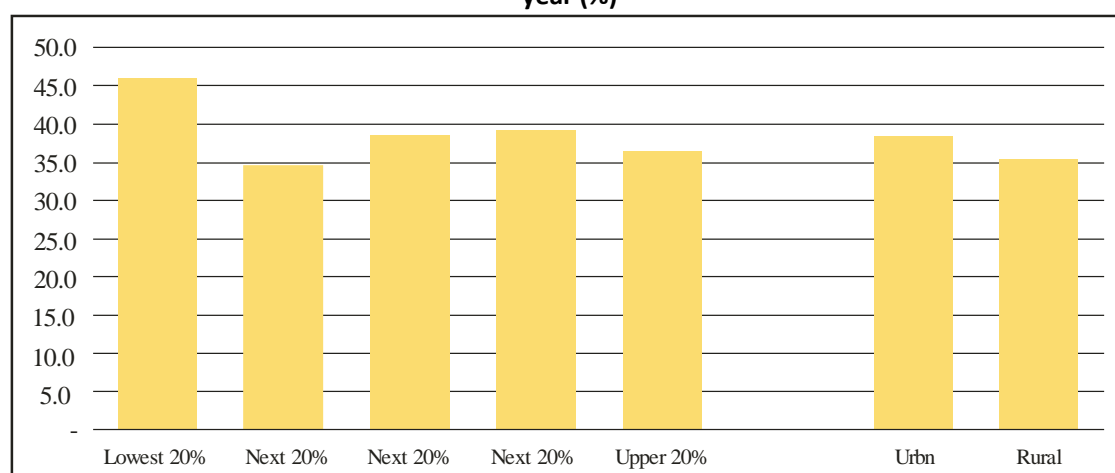
### 5.3.3 Absenteeism

There are numerous possible reasons for children being out of school (Table 5.5). These include parents' inability to pay the levies being charged in schools, cost of books and uniforms, cost of feeding and transportation to school (including distance to school), engagement of children in household chores and as farm labourer, and general lack of interest on the part of some children.

From the focus group discussions, 80 percent of the participants indicated expensive school levies to be the main reason for children being out-of-school. Others however blamed it on the ignorance of some parents who do not appreciate the value of schooling and opportunities that education creates for employment.

- Children in the Greater Accra Region recorded the highest proportion who ever absented themselves from school (52.6 percent). Central Region was the next highest (45.9 percent) while Northern Region had the lowest proportion of children that ever absented from school within the preceding academic year (15 percent).
- **Absenteeism is higher for children from poorer households than those from richer households.** About 46 percent of children from households in the lowest 20<sup>th</sup> percent of the socio-economic classification absented from school which was the highest compared to 36.5 percent from households in the uppermost quintile group (Figure 5.25).
- Absenteeism is slightly higher in **urban areas** (38.4 percent) than **rural areas** (35.5 percent). Therefore absenteeism appears to be a phenomenon of the urban poor.
- **Ill-health** is the predominant reason for child absenteeism from school (74.7 percent).
- About nine percent of children absented due to **inability to pay levies**. About 6.4 percent of households in the lowest 20 percent group had a child absenting from school due to inability to pay levies (Table 5.5).
- Teacher absenteeism accounted for 0.9 percent of child absenteeism.
- **Lack of school uniform** affected school attendance of children among three percent of households surveyed who are in the lowest 20 percent of the population.
- As mentioned earlier, the focus group discussions revealed that one of the punishments for non-payment of levies such as the examination levy is the denial of participation in the terminal examinations. The cases of repetition attributable to non-participation in examinations could therefore be indirectly linked to the non-payment of the levies.

**Figure 5.25: Households with at least a child absent from school for at least a day in the past academic year (%)**



Source: Survey data, 2014

**Table 5.5: Reasons for child absenteeism and repetition of a grade (Public schools only) (%)**

Reasons for absenting	Lowest 20%	Next 20%	Next 20%	Next 20%	Upper 20%		Urban	Rural
Levies/fees/charges related	6.4	10.9	10.7	3.7	0.7		9.8	6.2
Ill-health	66.7	70.4	72.7	76.6	89.1		70.3	73.8
Attending to family needs/labour	10.8	7.9	4.6	7.0	2.4		6.1	8.3
Don't have uniform	3.6	0.5	1.3	0.0	0.0		0.0	2.3
Running from punishment/bullying	1.3	2.4	0.6	2.2	0.5		2.4	0.9
No teachers	2.0	0.6	0.7	0.0	0.0		0.2	1.3
Child does not like school	7.0	6.6	9.1	10.2	3.1		10.1	5.8
Other	2.2	0.7	0.3	0.2	4.4		1.1	1.4
Reasons for repeating	Lowest 20%	Next 20%	Next 20%	Next 20%	Upper 20%		Urban	Rural
Could not pay levies	35.3	29.0	29.9	3.7	2.1		43.7	56.3
Could not write exams	24.4	30.6	7.2	26.6	11.2		45.8	54.2
Could not attend school due to illhealth	28.4	37.0	18.4	10.8	5.4		47.5	52.5
Stopped school to attend to family issues	25.7	6.3	22.1	22.1	23.8		37.7	62.4
Parents moved on transfer	18.8	18.8	21.5	16.5	24.4		40.8	59.2
Child under age	4.5	32.2	18.5	37.5	7.4		61.8	38.3
Poor academic performance	22.3	24.3	34.9	12.3	6.2		41.5	58.5
Others	11.6	27.0	25.7	8.1	27.6		52.8	47.2
<b>Total</b>	<b>20.2</b>	<b>26.2</b>	<b>22.8</b>	<b>18.0</b>	<b>12.8</b>		<b>44.6</b>	<b>55.4</b>

Source: Survey data, 2014

## 5.4 Perceived impacts on the quality of basic education

The household survey asked respondents for their views on the perceived impacts of the capitation grant on the quality of basic education. The findings in this section of the report should therefore be read as a representative cross-section of subjective views from households who, on average, are assumed not to be experts in assessing the quality of education.

Perceptions on the quality of education were gathered using both input and outcome indicators. Input indicators include availability of qualified teachers, teaching and learning materials, availability of classroom furniture for sitting and a generally clean classroom and school environment for learning. Outcome indicators on the other hand include good performance in final external examinations, ability of children to read and write, and exhibition of good morals in society.

This section of the report provides insights into what survey respondents consider as quality education and how, in their view, the capitation grant implementation has impacted on these indicators:

For all parents, quality of teaching, financial cost and proximity between home and school are the main considerations in the choice of a school.

- About a third of all surveyed households chose a particular type of school based on their perception of the **quality of teaching** in the school (Table 5.6). The majority of households who consider quality teaching in the choice of a school were those in the richest wealth quintile (57 percent) compared to those in the lowest socio-economic group (12.4 percent).
- This is followed by **low levies/fees** (25 percent) and **proximity** (23.2 percent). Many of those who chose a school for proximity reasons are households within the poorest socio-economic group (30 percent) compared with those in the richest socio-economic

group (21.2 percent). Thus, the poor tend to enrol their children in schools close-by probably to reduce expenditure on transportation.

**Table 5.6: Reasons for parents' choice of a particular school for children (%)**

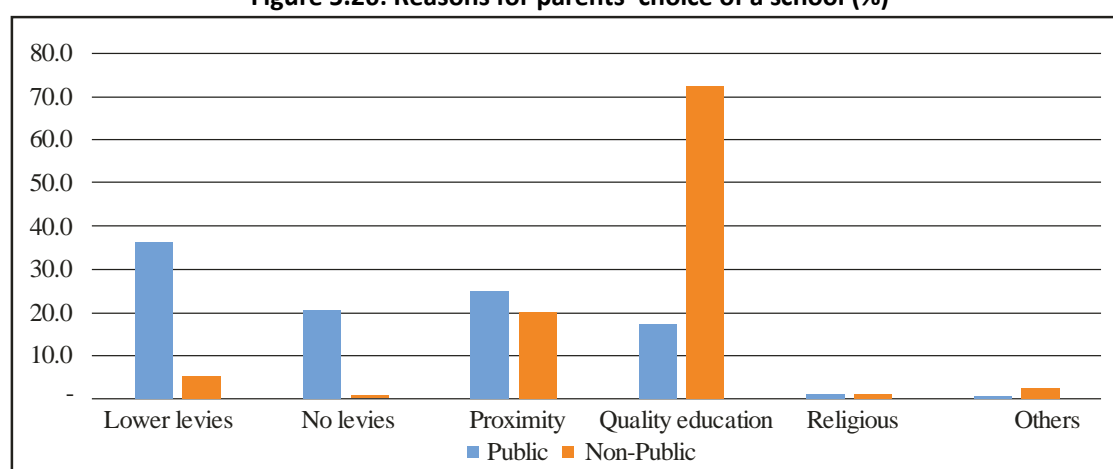
Wealth status	No levies/fees	Lower levies /fees	Quality education	Proximity	Religious	Others
Lowest 20%	29.0	28.4	12.4	30.0	0.1	0.1
Next 20%	16.9	29.3	26.0	25.6	1.7	0.5
Next 20%	12.4	28.7	36.1	21.1	0.7	1.0
Next 20%	9.4	23.7	44.7	19.9	1.7	0.6
Upper 20%	2.7	16.4	57.0	21.2	1.4	1.4
Urban	9.0	22.2	45.7	20.2	1.6	1.3
Rural	18.2	28.2	26.1	26.6	0.7	0.2
<b>Total</b>	<b>13.3</b>	<b>25.0</b>	<b>36.5</b>	<b>23.2</b>	<b>1.2</b>	<b>0.8</b>

Source: Survey data, 2014

For parents who sent their children to **private schools**, the majority do so because they perceive the quality of education to be high in the private schools (Figure 5.26).

The majority of parents who sent their children to public schools considered the combination of no levies or lower levies being charged in the public schools, compared to only about five percent who chose a private school because of lower levies.

**Figure 5.26: Reasons for parents' choice of a school (%)**



Source: Survey data, 2014

#### 5.4.1 Determinants of quality education

The perception of what constitutes quality education is similar for both parents and teachers. They both consider children's ability to read and write in English, good performance in final examination, availability of qualified teachers, and availability of teaching and learning materials (TLM) as the most important indicators of quality education. The only variation is the consideration of children's exhibition of good morals, which is ranked higher among parents than among teachers as an indicator of quality education. Whilst about seven out of ten parents value good morals as an indicator of quality education, only a quarter of school staff consider it an important indicator of quality education.

There are slight variations between households in the poorest socio-economic group and those in the richest socio-economic group in terms of what constitute quality education (Table 5.7). The data indicates that about 90.5 percent of respondents in the lowest quintile perceive good performance in final examination as an indicator of quality education. This proportion declines with higher quintiles. Other indicators of quality education include good infrastructure, regular and punctual attendance of teachers in school, and the existence of strong collaboration between schools and communities (parents).

**Table 5.7: Parents' perception of quality of education and their socioeconomic groups (%)**

Quality education	Lowest 20%	Next 20%	Next 20%	Next 20%	Upper 20%
Good performance in final exams	90.5	82.3	80.2	72.2	75.9
Ability to read and write in English	90.2	82.4	79.8	78.9	80.4
Availability of qualified teachers	86.0	78.8	75.7	71.1	75.2
Availability of T&LMs	84.4	74.6	74.1	71.5	75.5
Manageable class size	78.2	66.7	62.2	55.7	61.5
Availability of furniture	78.3	67.6	66.7	57.4	65.6
Exhibition of good morals	79.1	71.0	72.2	64.9	70.6
Other	13.2	55.0	30.4	45.5	48.0

*Source: Survey data, 2014*

#### 5.4.2 Parents' and teachers' perceptions of the impact on quality education

There is a sharp contrast between head-teachers and parents on the perceived impact of the capitation grant on the quality of education. **While about 70 percent of head-teachers perceived the capitation grant to have had a generally positive impact on quality of education, only about 40 percent of parents consider the capitation to have had a positive impact on the quality of education (Figure 5.27).** Teachers associate the capitation grant with enhanced ability to acquire basic materials for teaching while parents focus on how the performance of their children has been affected.

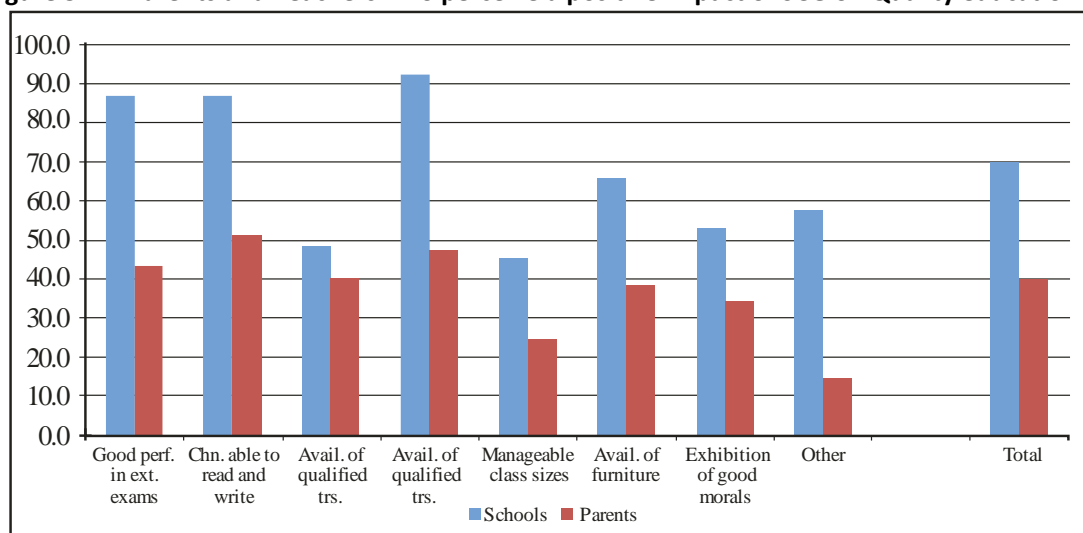
On the specific indicators, there are variations in the perception of impact, possibly reflecting inconsistent effects of the capitation grant implementation or incomplete information on the side of the survey respondents. Nine out of ten teachers perceive that the capitation grant has had a positive impact on the availability of teaching and learning materials (TLMs) and about the same proportion perceive that it has led to good performance in final examinations and children's ability to read and write in English. Teachers attribute the good performance of children to the provision of appropriate teaching and learning materials which they argue were not available previously. About 65 percent of head-teachers indicated that the capitation grant has had a positive impact on the availability of furniture. The bulk of these head-teachers are from the rural areas.

About 50 percent of all parents perceived the capitation grant to have positively impacted on children's ability to read and write in the English language. However, on all the other indicators of quality education, less than 50 percent of parents perceived a positive impact of the capitation grant. A little above 40 percent perceived that the capitation has had a positive impact on children's performance in final examinations.

Most parents feel that the capitation grant scheme has had a considerable negative effect on the quality of education for the reasons such as the following:

- In particular, survey respondents found that the capitation grant has had a negative impact on class size management. More than half of all schools surveyed indicated that the capitation grant has made it difficult to maintain manageable class sizes.
- The capitation grant has led to an increase in school enrolment but has not been accompanied by a concomitant improvement in classroom infrastructure, thus making the consequential large class sizes unmanageable.
- This also applies to the availability of furniture, which has not immediately followed the increases in class sizes.

**Figure 5.27: Parents and Teachers who perceive a positive impact of SCG on Quality education (%)**



Source: Survey data, 2014

### ***Rural-urban disparities in perceptions of quality improvement***

About 42 percent of rural households perceive a positive impact of the capitation grant on quality of education compared to about 38 percent of urban households who perceive it to have had a positive impact (Table 5.8a). Whereas 73 percent of schools (i.e. teachers) surveyed in rural areas perceive the capitation grant to have had a positive impact on education, 67 percent of schools in urban areas perceive the grant to have made a positive impact on the quality of education (Table 5.8b). There is however a high level of positive perception among schools in both rural and urban areas about the impact of the capitation grant on performance in final examinations, children's ability to read and write in English and availability of teaching and learning materials.

**Table 5.8a: Parents' perception of the impact of CG on the indicators of quality education (%)**

Indicator	Urban			Rural		
	Positive	Negative	No impact	Positive	Negative	No impact
Good performance in external examination	41.7	6.1	52.3	44.9	7.1	48.0
Ability to read and write	49.1	6.4	44.5	53.5	4.5	42.0
Availability of qualified teachers	38.3	9.4	52.3	42.5	7.3	50.2
Availability of T&LM	46.6	6.3	47.1	48.7	3.8	47.6
Manageable class sizes	20.9	22.9	56.3	29.3	15.3	55.4
Availability of furniture	35.1	12.9	52.1	42.6	8.3	49.1
Exhibition of good morals	33.3	8.3	58.4	35.2	5.7	59.1
Others	10.5	15.5	74.0	18.3	6.7	75.0
<b>Total</b>	<b>37.9</b>	<b>10.3</b>	<b>51.9</b>	<b>42.4</b>	<b>7.4</b>	<b>50.2</b>

**Table \_b: Teachers' perception of the impact of CG on the indicators of Quality education (%)**

Indicator	Urban			Rural		
	Positive	Negative	No impact	Positive	Negative	No impact
Good performance in external examination	81.3	1.2	17.5	94.1	2.5	3.4
Ability to read and write	83.1	1.5	15.4	95.1	3.3	1.6
Availability of qualified teachers	46.5	3.1	50.4	50.8	9.7	39.6
Availability of T&LM	93.8	4.4	1.8	89.8	6.6	3.7
Manageable class sizes	46.8	25.4	27.8	41.1	32.2	26.7
Availability of furniture	63.3	12.0	24.7	69.2	11.5	19.2
Exhibition of good morals	51.2	6.5	42.3	56.3	9.9	33.8
Others	56.7	6.7	36.7	61.5	7.7	30.8
<b>Total</b>	<b>67.6</b>	<b>7.3</b>	<b>25.2</b>	<b>72.7</b>	<b>9.9</b>	<b>17.5</b>

Source: Survey data, 2014

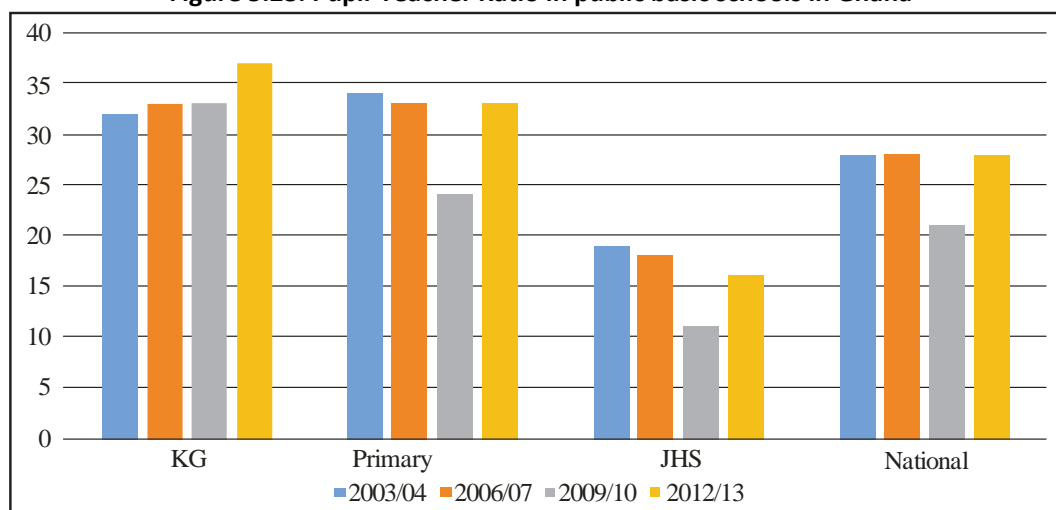
More than half all households surveyed in both urban and rural areas are not convinced that capitation grant has had any impact on the overall quality of education. One out of ten households in the urban area believes the capitation grant has had a negative impact on quality of education compared to one out of thirteen rural households. At the schools level, 10 percent in rural areas perceive the capitation grant to have had a negative impact on the quality of education compared to seven percent in urban areas. Of all the indicators that are perceived to have been affected negatively by the capitation grant, large class size is the most prominent. Nearly a third of all schools in rural areas and a quarter of all schools in urban areas reported the capitation grant has had a negative impact on the management of class sizes.

### ***Changes in the pupil-teacher ratio, 2003/4-2012/13***

The Pupil-teacher ratio (PTR) in basic schools as reported in EMIS shows a slight increase from an average of 27 pupils to a teacher in the period before the capitation grant (2001-2004) to about 28 pupils to a teacher in the period after the introduction of the capitation grant (2005-2013). During the 2009/10 academic year the pupil-teacher ratio declined remarkably to about 21:1, but rose to 28 pupils to a teacher in 2012/13 (Figure 5.28). However, Ghana's PTR is still significantly below the ratio in neighbouring countries which is slightly above the ideal ratio of 40:1 or less (UNESCO Institute for Statistics). According to the Education Strategic Plan (ESP), Government set a long-term target of PTR at kindergarten level at 25 and primary schools at 35 (World Bank, 2011). Clearly, the ratios do not indicate a worse PTR in basic schools in Ghana by the GES standards of 35:1.



Figure 5.28: Pupil-Teacher Ratio in public basic schools in Ghana



Source: Ministry of Education (Various reports from the EMIS Data)

Parents' and teachers' views differ on which of these two factors, namely the ability to speak and write in English, and availability of teaching and learning materials, have the strongest effect on children's performance in examinations:

- The majority of parents view the delay and irregular release of the grant and its effect on teaching and learning as negatively impacting the children's performance, as well as a perceived mismanagement of the grant on the part of head-teachers.
- Teachers on the other hand mentioned the first factor as neglect of responsibilities on the part of parents. According to the teachers, parents hold the view that the capitation grant relieves them of all school-related responsibilities. The other critical factors, in the view of teachers, are the inherent policy of non-repetition of a child and the delay and irregular release of the capitation grant funds.
- The common factor therefore is the delay in the release of the capitation grant to schools for management.

**Head-teachers and staff see the capitation grant as being disbursed too late.** This was expressed during the in-depth interviews with the head-teachers and also in the focus group discussions with teachers separately. Sometimes, schools re-open but will have to wait for months to receive the grant to purchase teaching and learning materials such as chalk, lesson notebooks, registers, and other items which make effective teaching and learning very difficult. Parents conveyed similar sentiments.

**There is also a common perception emanating from the community focus group discussions that head-teachers are guided to mis-apply or misappropriate the capitation grant resources.** In the view of teachers, some head-teachers are very apprehensive about letting other people participate in the management of the grant. Parents' perception of head-teacher mismanagement however, is purely based on hearsay and not experienced. The perception is that even though there is supposed to be regular monitoring and auditing of the use of the capitation grant by both officials from district education office and school management committees, this does not happen as regularly as it is expected to be effective. According to participants in the community members' focus group discussions, penalties for head-teachers who are caught to have misappropriated capitation grant money are not stringent. According to parents, beside a transfer to another school usually thought to be a

remote area and, occasionally, with a demotion in rank (in addition to refunding the money), some head-teachers are guided to continue to divert the capitation grant.

**The third factor driving parents' negative perception of the capitation grant stems from a common tendency to confuse the capitation grant with the school feeding programme,** possibly as a result of their simultaneous implementation. According to the teachers and head-teachers who were interviewed, many parents seem inclined to think that everything about their children's education is completely taken care of, from food to books and school uniforms, even though not all schools are under the school feeding programme. This is one of the reasons that explains parents' negative assessment of the grant.

**School survey respondents were also under the impression that there is an unwritten/unspoken requirement of the capitation grant of not letting children repeat a grade.** A Director of Education noted that, "because the child is entitled to GH¢4.50 once in a year, you do not have to repeat the child for him to enjoy the grant two times, so we have to push them over to the next class." This implicitly places a considerable constraint on head-teachers and the directorate in the strict enforcement of a pass mark threshold. On that score, it is perceived that the capitation grant has had a rather negative impact on quality of education.

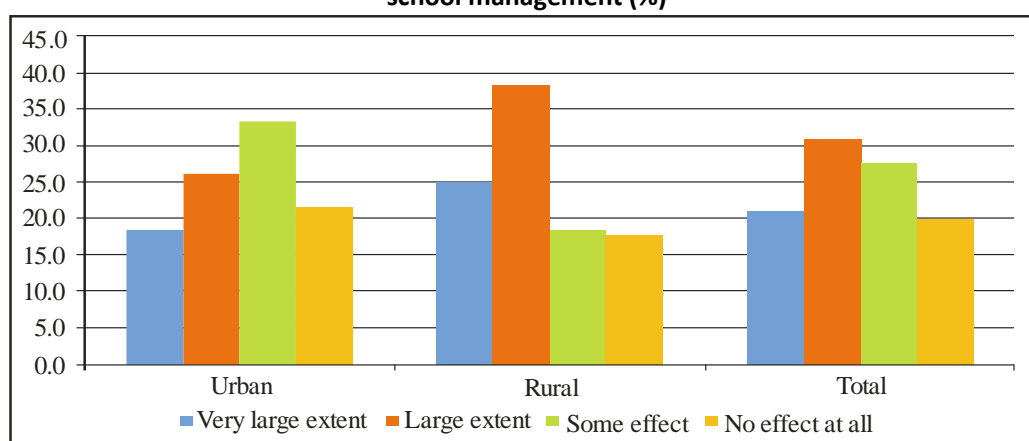
## **5.5 Impacts on school management and supervision**

School management and supervision are both inputs in the production of quality education and an indicator of quality education. It involves the day-to-day organisation of teaching and learning, and the activities that support teaching and learning in a school. This is usually the responsibility of the head of the school in the case of public schools, and supported by other members, such as the school management committee (SMC), with regular supervision from district education directorate or an assigned circuit supervisor.

**More than half of all the schools surveyed indicated that the capitation grant scheme has positive effect on school management and supervision to a very large extent** (Figure 5.29). This assertion is higher among schools in rural areas compared to those in urban areas. While about 64 percent of schools in rural areas note that the scheme has had a large positive effect on school management, about 45 percent of schools in urban areas perceive this positive effect.

**The procedures for receiving and spending the capitation grant require the involvement of the SMC chairman. This has to increase involvement of parents and empowered SMCs to participate effectively in the management of schools.** As part of the procedures, the SMC chairman, who is expected to be a community member, is required to sign documents including the SPIP to allow the head-teacher to be able to access the grant. Where they consider that the head-teacher made a wrong or illegitimate request, they can refuse to authenticate the head-teacher's request for expenditure. This procedure has helped monitor the expenditure of the grant and improve upon general school management.

**Figure 5.29: Extent to which capitation grant has positively affected supervision and school management (%)**



Source: Survey data, 2014

The delay in the release of capitation grant funds and the cancellation of some items planned to be purchased for teaching and learning makes the management of schools very difficult. Due to the unavailability of teaching materials, head-teachers do not have a basis for reprimanding teachers who are not in class or unable to finish the syllabus. A head-teacher noted that *“in situations like this, it makes your work as a head-teacher difficult because you are not able to give the necessary assistance to teachers and pupils in order to enhance effective teaching and learning. With this, you as the head-teacher cannot do effective supervision of your staff since you cannot query them for not teaching or not teaching well”*.

According to head-teachers, the centrality of the oversight role given to the SMC regarding the drafting of the SPIP and the granting of the capitation grant to schools has led to “hijacking of schools” by the SMCs. This is worsened by the delay in release of the grant which tends to create suspicion and mistrust between SMC members and the head-teacher. Suspicion arises when the head-teacher delays in calling for PTA meetings and he/she is accused of trying to avoid confrontation with parents over the capitation grant. In some instances parents refused to attend PTA meetings and some teachers reportedly engaged in open confrontation with head-teachers over suspicion that the capitation grant had been diverted, so they fought for their share.



## CHAPTER SIX

### RESPONDENTS' VIEWS ON RELEVANCE OF THE SCHEME AND THE COUNTERFACTUAL

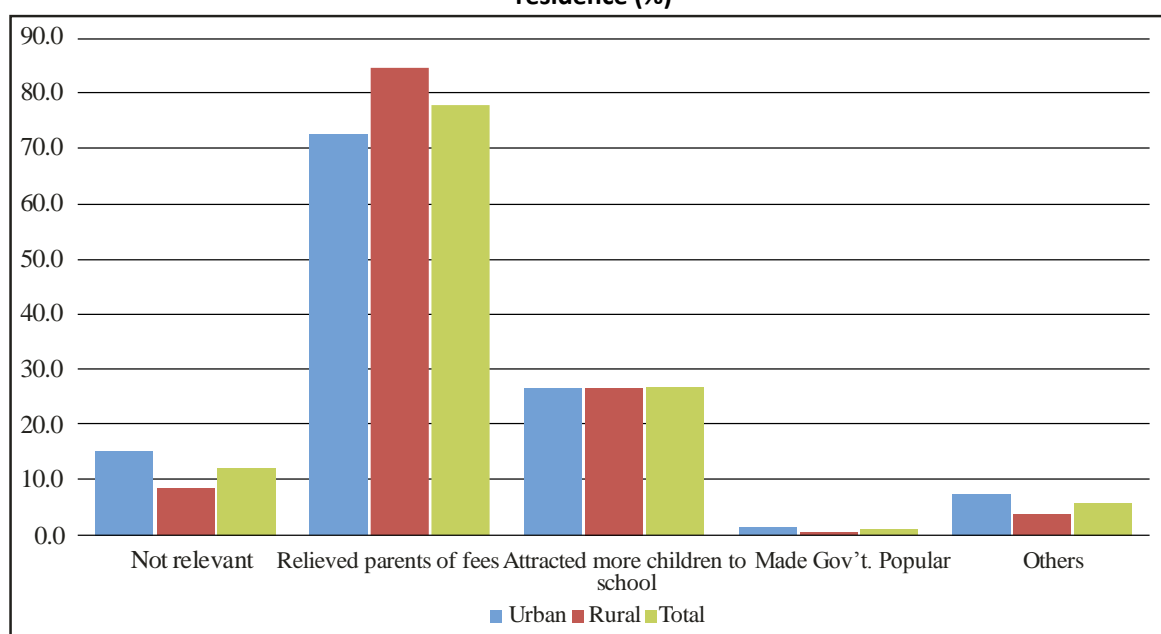
#### 6.1 Introduction

Respondents were asked to share their views on the overall relevance of the capitation grant regarding its possible effects on school fees, increased enrolment, and citizen's relationship to the Government. The survey also asked respondents to imagine a case of the counterfactual, i.e. what they think would happen if the capitation grant were abolished.

#### 6.2 Relevance of the capitation grant scheme

Nearly nine out of ten households surveyed found the capitation grant scheme to be relevant. The results show that 77.8 percent of parents hold the view that the introduction of the capitation grant scheme has relieved them of the payment of part of the fees however small this relief may be (Figure 6.1). A quarter of parents also indicated that the capitation grant is relevant because it has attracted more children to school, while only 12.2 percent noted that the capitation grant scheme is not relevant.

**Figure 6.1: Parents' perception of the relevance of the capitation grant, by type of locality of residence (%)**

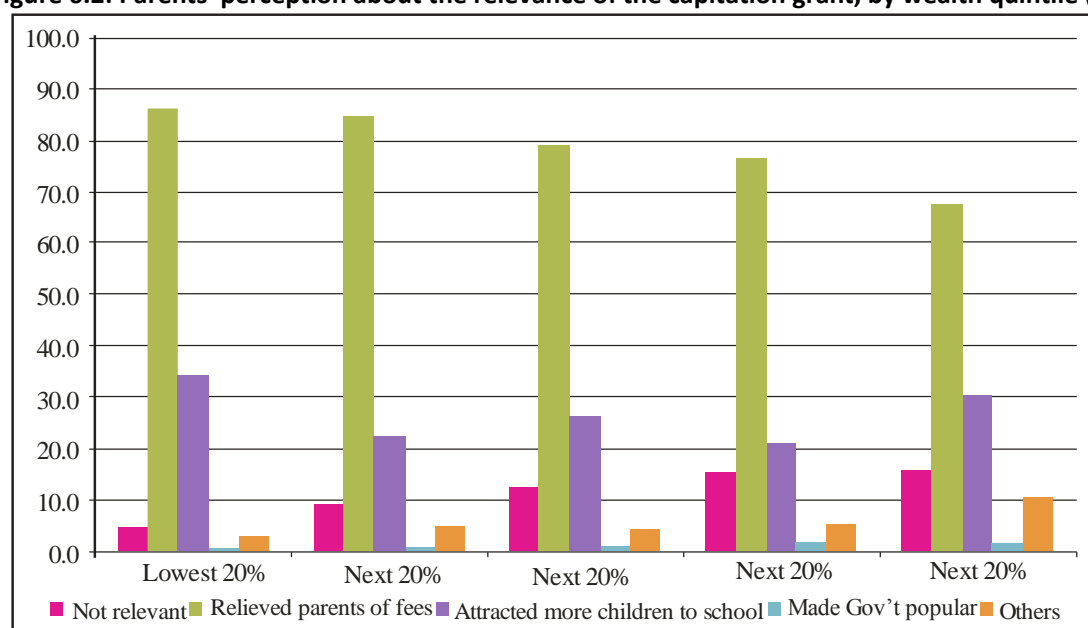


Source: Survey data, 2014

A greater proportion of parents in rural areas (almost 85 percent) than in urban areas (72.4 percent) indicated that the grant scheme is relevant as it has relieved parents of the payment of *some* fees. The proportion of households in urban areas who hold the view that the capitation grant scheme is not relevant is nearly twice the proportion of those who hold a similar view in rural areas. This is consistent with the earlier finding that the capitation grant has a proportionally larger effect on rural households whom it relieves of a greater share of their education costs.

The disaggregation by wealth quintile shows that compared to wealthier households a higher proportion of poorer households view the capitation grant as relevant in terms of relieving parents of *some* fees. For instance, about 86.5 percent of households in the poorest 20 percent group consider the capitation grant relieves parents of fees (Figure 6.2). This proportion reduces for the richer quintile. The majority of respondents who do not consider the capitation grant as relevant are those in the uppermost socio-economic group. Sixteen percent of parents in the richest 20 percent quintile group consider the capitation grant as not relevant while only 4.6 percent of parent in the poorest 20 percent quintile group held a similar view.

**Figure 6.2: Parents' perception about the relevance of the capitation grant, by wealth quintile (%)**



Source: Survey data, 2014

### 6.3 A hypothetical counterfactual

Majority of households (53 percent) are of the view that children would have to stop going to school if the capitation grant were abolished (Table 6.1). Those who held that view are slightly more in rural areas (56.5 percent) than in urban areas (50.2 percent). At the regional level, majority of respondents in the Upper East (72.8 percent), Greater Accra (72.1 percent), Central (69.2 percent), Upper West (63.7 percent) and Eastern (57.5 percent), regions were of the view children will stop school when the grant was stopped.

On the other hand, a small proportion (4.8 percent) of parents held the view that quality of education will be affected if the capitation grant scheme were stopped. This is consistent with earlier observation of respondents where more than 50 percent of parents in both urban and rural areas held the view that the capitation grant has had no impact on the quality of education.

**Table 6.1: Households' perception of the likely effects of stopping Capitation Grant (%)**

Distribution	Chn. will stop school	Chn. will still be in school	Chn. will switch to private schools	Quality will be negatively affected	No opinion	Other	Total
<b><u>Region</u></b>							
Western	31.0	48.3	0.8	2.7	0.4	16.8	100
Central	69.2	22.6	3.8	2.9	0.7	0.8	100
Greater Accra	72.1	11.7	0.7	3.7	1.1	10.7	100
Volta	43.6	33.2	0.0	2.1	0.6	20.6	100
Eastern	57.5	32.8	1.8	4.6	0.7	2.7	100
Ashanti	47.9	36.3	4.0	1.0	7.1	3.6	100
Brong Ahafo	45.0	30.5	0.4	23.5	0.7	0.0	100
Northern	50.4	17.3	0.9	2.5	7.1	21.9	100
Upper East	72.8	13.9	0.0	3.6	3.3	6.5	100
Upper West	63.7	9.7	2.0	6.9	1.0	16.8	100
<b><u>Wealth status</u></b>							
Lowest 20%	65.0	18.9	0.5	6.8	2.0	6.8	100
Next 20%	58.5	27.0	0.9	3.2	1.5	9.0	100
Next 20%	55.0	27.4	1.8	3.6	2.7	9.4	100
Next 20%	47.0	36.4	2.5	4.4	3.4	6.5	100
Upper 20%	45.5	32.1	2.8	6.1	3.4	10.2	100
<b><u>Locality</u></b>							
Urban	50.2	30.1	2.6	5.5	3.3	8.4	100
Rural	56.5	28.1	0.9	3.9	2.0	8.7	100
<b>Total</b>	53.0	29.2	1.8	4.8	2.7	8.5	100

Source: Survey data, 2014

The school survey also sought to find out from head-teachers how a hypothetical abolishment of the capitation grant would affect the school's ability to carry out its routine activities that are normally supported by the capitation grant.

All head-teachers were of the view that most of the activities would decline if the capitation grant is abolished. In urban areas 80.6 percent of the schools reported that if the capitation grant was abolished, provision of teaching and learning materials would decline (Table 6.2). This compares with 79.4 percent in rural areas that held similar concerns.

Only 10.2 percent in the case of the urban schools and 10.9 percent of rural schools held the view that teaching and learning materials would increase, while 53.7 percent of schools in the urban areas and 50 percent of schools in rural areas reported that community and school relations would decline if capitation is abolished.

**Table 6.2: Head-teachers' perception of the possible effects of abolishing the capitation grant (%)**

Activities	Urban			Rural		
	Increase	Remain same	Decline	Increase	Remain same	Decline
Enrollment drive	7.4	28.7	63.9	12.0	17.4	70.7
Provision of TLM	10.2	9.3	80.6	10.9	9.8	79.4
School Management	11.1	9.3	79.6	10.9	13.0	76.1
Community and school relations	8.3	38.0	53.7	12.0	38.0	50.0
Support to needy students	9.3	29.6	61.1	12.0	17.4	70.7
School and cluster based in-service training	9.3	17.6	73.2	10.9	9.8	79.4
Minor repairs	10.2	12.0	77.8	10.9	9.8	79.4
Sports and culture	14.8	10.2	75.0	14.3	5.5	80.2

Source: Survey data, 2014

There are a few others who held the view that the grant should be abolished since it is relatively small compared with what parents pay in levies and charges, in addition to the fact that it takes a long time to be released. Those who held this view argued that the long delay in the release of the grant is an indication of Government's inability to sustain it. If that is the case, then it should be abolished and the resources used to purchase more reading books for the schools. This view was also shared by a district director of education who argued that the capitation grant scheme has not been able to eliminate special levies and charges due to the fact that the grant is too small for a school and are released late (Box 6.1).

**Box 6.1: A District Director of Education on whether or not to maintain the capitation grant**

*"If for instance we receive GH¢60,000 to be distributed to the schools, and this can rather be used to give us two separate six-classroom blocks, or provide furniture for the children, I think it will promote quality teaching and learning better than when we put so much money into the system for which it has no real impact because besides this capitation grant the levies are still going on. You are coming from Accra and you know what the public schools in Accra are charging, GH¢100, while others, when you come here, the levy we are talking about is sometimes just GH¢2. For example, at first teachers charged parents to pay for the typing and printing of examinations papers for their children. But now with the inception of the capitation grant, levying of fees has been abolished so teachers cannot charge examination fees and yet the grant does not provide for them to type and print. So they are pushed in a tight corner. So I think it should be abolished so that the money can be channelled into other areas. We can create a fund for needy children."*

### 6.3 Citizens' suggestions on how to improve quality and access to basic education

This assessment has shown that parents send their children to public and even private schools notwithstanding the high levies, and they consider the quality of education to be considerably higher in private schools than in the public schools. This section presents the views gathered through the school survey and the focus group discussions where issues on how to improve quality and access to public basic education in Ghana were discussed.

#### 6.3.1 How to improve the quality of basic school education

Among head-teachers, increasing the number of qualified teachers is generally considered (47 percent) the most important way to improve the quality of education in Ghana (Table 6.3). The majority of head-teachers in rural areas (51.2 percent) see increasing the number of qualified



teachers as the best option to improving quality education and about 44 percent of respondents in the urban schools made the same observation.

**Table 6.3: Head-teachers' suggestions on how to improve the quality of basic education**

Suggested actions	1st most important			2nd most important			3rd most important		
	Urban	Rural	Total	Urban	Rural	Total	Urban	Rural	Total
Increase the number of qualified teachers	44.2	51.2	46.9	18.2	23.5	20.2	16.7	13.6	15.6
Improve relevance of curriculum	14.1	13.6	13.9	28.3	29.6	28.8	20.1	24.1	21.6
Improve classroom conditions	8.2	7.4	7.9	22.7	23.5	23.0	28.3	25.3	27.2
Reduce overcrowding in classrooms	4.8	1.2	3.5	15.2	8.0	12.5	13.8	14.2	13.9
Increase teacher's pay	27.1	26.5	26.9	15.6	13.6	14.9	20.5	22.2	21.1
Other	1.5	0.0	0.9	0.0	1.9	0.7	0.7	0.6	0.7

Source: Survey data, 2014

Improving the relevance of the curriculum is the second most important intervention identified to enhance quality of basic education. It is the belief of head-teachers that if the curriculum is made much more relevant to the needs of the country we will be improving the quality of basic education. Pupils will be given the right instructions at the right time. It was further observed during the FGDs that the current curriculum itself is not thought to be the problem, but the entire basic educational system with its accompanying policy interventions appears to be geared towards achieving increases in enrolment. Some parents argued that even though the initial policy of the JHS system was to be terminable and graduates capable of being a part of industry, that policy seems to have been abandoned and the country is back to producing numeracy and literacy graduates. This is borne out of the fact that for over a decade since the introduction of the capitation grant scheme and other programmes, which engendered an upsurge in enrolment, no accompanying interventions have been implemented to manage the increase in enrolments.

Appropriate remuneration package for teachers was another major issue identified by respondents to improve quality of basic education. About 27 percent of head-teachers believe that if the remuneration for teachers is attractive it would serve as an incentive for teachers to give off their best. Also improving the environment for teaching and learning was considered by seven percent of the school respondents as critical for improving quality of education. This includes providing more classroom space and furniture adequate enough to seat every child in the classroom.

In the community-based focus group discussions participants indicated almost unanimously that politicians needed to stop politicizing issues of education. They argued that most of the policies introduced in education are merely intended to win votes and not to improve quality. Teachers also agreed with this suggestion. They noted that one of the consequences of the politicisation of education is the situation where anytime education is taunted as free, parents who have not enjoyed much education themselves assume that they can take their hands off their children's education.

Teachers also argued that there is the need for a re-introduction of more stringent disciplinary mechanisms for children in public basic schools. The current system allows children to come to school with a mentality that *"even if I do not do my homework, I do not come to school, or come late to school, nothing will happen to me"*. This was the view across all the focus group discussions with teachers. Head-teachers are also afraid to repeat children in a class for non-performance for fear of reprimand from the district education director.

### 6.3.2 How to improve access to basic school education

Head-teachers interviewed were given the chance to suggest three important actions that can help improve access to basic education. Most head-teachers were of the view that giving more assistance to needy students is one sure way to improve access. About 65 percent of head teachers in schools in urban areas and 59.9 percent in schools in rural areas held the view that the first important action to improve access to basic education is giving assistance to needy students (Table 6.4). Further, most schools also reported that if Government built more classrooms for existing schools it would increase access. This was the second most important action that was suggested.

**Table 6.4: Head-teachers' suggestions to help more pupils to have access to basic education (%)**

Suggested actions	1st most important			2st most important			3st most important		
	Urban	Rural	Total	Urban	Rural	Total	Urban	Rural	Total
Give more assistance to needy students	65.8	59.88	63.57	21.93	20.99	21.58	14.13	22.22	17.17
Build more schools	18.59	22.22	19.95	35.32	31.48	33.87	42.01	42.59	42.23
Build more classrooms for existing schools	14.87	17.28	15.78	42.38	46.3	43.85	39.78	32.72	37.12
Others	0.74	0.62	0.7	0.37	1.23	0.7	4.09	2.47	3.48

*Source: Survey data, 2014*

## **CHAPTER SEVEN**

### **CONCLUSION AND RECOMMENDATIONS**

#### **7.1 Conclusion**

Improvement in education outcomes has been one of the key themes underlying Government's medium-term national development policy framework. This is premised on the fact that it is the right of every child to have access to education for him/herself and for the ultimate prosperity of society. Over the years, successive Governments have focused on: increasing equitable access to, and participation in education at all levels; improving quality of teaching and learning; bridging the gender gap in access to education; improving access to quality education for persons with disabilities; and improving management of education service delivery.

The introduction of the school capitation grant scheme, which allocates a GH¢4.50 per child enrolled to a school, is a key intervention aimed at lessening the burden of the numerous levies and fees charged at the school level which are thought to prevent a considerable number of parents from enrolling children in school, especially in the rural deprived areas.

The assessment reveals positive effects of the scheme on a number of education outcomes at the basic school level in Ghana. The survey reveals that the intervention has eliminated the payment of tuition fees in basic schools in Ghana. Secondary data also suggest that the intervention has led to an increase in school enrolment and attendance. At the community level, the view is that the scheme has led to enrolment of more children, now including increasing numbers of children with a disability. This suggests that the scheme has improved access to basic education for all including the vulnerable.

From the household survey, the main conclusion is that, even though parents generally find the capitation grant relevant, they are not satisfied with its implementation. There are concerns also from teachers about the extreme delay in the release of the grant to the schools. Parents are also concerned that notwithstanding the grant, they are still made to pay levies such as examination fees, and sports and culture levies.

The findings from the school survey revealed a certain level of satisfaction with the capitation grant scheme on the part of teachers. In the view of teachers, it has led to increases in enrolment and an improvement in the availability of teaching and learning materials. However, there are a number of concerns, including concerns from teachers that the release of the capitation grant to the schools unduly delays. This has the tendency to compromise the quality of education delivered. The amount allocated per child, and the total amount received per school, is contingent on the total enrolment and is considered too small to be able to cover the items that a school typically requires. This and the undue delays in the release of the grant are some of the reasons why schools still charge levies to fill the gap and to be able to manage the administration. The transaction costs involved in accessing the capitation grant is another worry to head-teachers.

#### **7.2 Policy Recommendations**

Majority of citizens are still not adequately informed about the purpose of the capitation grant scheme and how it should function. Teachers, who are expected to sensitize parents about the

scheme, in some instances, have limited understanding of the capitation grant scheme. Even some head-teachers get confused about what the capitation grant can and cannot be used for.

This explains why there is considerable amount of misunderstanding and mistrust between teachers and head-teachers, parents and school authorities, and head-teachers and district education officials.

The situation could be improved if **district education directorates used more transparent ways of vetting the SPIPs** and also communicated any changes or cancellation of items to the head-teachers. This would help eliminate the high level of mistrust between head-teachers and district education officials who vet the SPIPs of the schools.

District education directorates can also improve the knowledge of community members and especially teachers on the capitation grant scheme and its implementation guidelines. Head-teachers are asking for **a simple instruction manual that explains clearly what the grant can be used for and what it cannot be used for, when schools can expect to receive the funds and in which amounts**. This will reduce the drudgery of having to travel several times to and from the education office to get a SPIP approved before the grant amount can be spent, leading to considerable loss of instructional hours. Another recommendation is that the district education directorate could adopt a basic information dissemination strategy, such as **mobile phone text messages to alert head-teachers of the release of their school's allocations and the amount**. This would reduce the amount of time usually spent visiting the education office notice board and the bank just to check bank balances.

One area which strongly undermines the performance of the capitation grant scheme is the delay in the release of the money to schools. The findings suggest that it is the biggest concern of heads of schools and their staff. Across the country, the grant on average had delayed by about a year for all schools. The Ministry of Education and the Ghana Education Service must find a way of **facilitating a more reliable and more predictable release of the grant** from the Ministry of Finance to be sent to the schools at the beginning of the school academic year. Predictability of the timing for release of the grant and the expected amount will help schools in their planning and budgeting. Instead of attempting to disburse the grant in three tranches, it is recommended that the disbursement is done in two tranches (beginning and middle of the academic year).

Coupled with the delay is the concern that the amount per child is extremely small and the actual total amount received, which is based on the total enrolment in a school, is usually far short of the grant per capita for the management of a school. There are also concerns about the nature of the allocation, which is uniform across board, that is, irrespective of location of school and needs or endowment of the school. This system of “the more you have, the more you get” means rural schools are already disadvantaged because of low enrolment figures. There is also some deductions made from the grant before it finally gets to the schools. **Both parents and heads of schools made two suggestions to improve the administration of the grant: 1) an increase of the total amount allocated to the capitation grant, or 2) the determination of a base amount to all schools according to need in addition to the grant per a child.**

It is also clear from all indications that with the capitation grant scheme, coupled with other existing welfare policies in education such as the school feeding and the free school uniforms, the concomitant increase in enrolment will put more pressure on existing school infrastructure

and personnel. Heads of schools have complained that this is already compromising the quality of class management and instruction. The Ministry of Education and the Ghana Education Service need to give attention to the expansion of existing infrastructure, increase teacher recruitment, and redistribute teaching staff to under-staffed areas.

Several other suggestions were made by parents, heads of schools and directors of education to improve access to, and quality of education.

*To improve access to quality education*

- More assistance to needy students.
- Provide more classrooms for existing schools.

*To improve quality of education*

- Increase the number of qualified teachers.
- Increase teachers' pay, with particular attention to deprived areas, to serve as an incentive for teachers to give off their best.
- Improve the relevance of the curriculum.

## **BIBLIOGRAPHY**

- Education Management Information System (EMIS) (Various reports). Report on Basic Statistics and Planning Parameters for Basic Education in Ghana. Ministry of Education.
- Filmer, D. & Pritchett, L., (1999). The effect of household wealth on educational attainment: evidence from 35 countries. *Population and Development Review*. 25(1): p. 85-120.
- Ministry of Education, (2005). "Linking ESP and the White Paper Reform", November 2005
- \_\_\_\_\_ (2006). "Report on the Education Sector Annual Review (ESAR) 2006"
- Montgomery, M.R. M. Gragnolati, K.A. Burke, and E. Paredes, (2000), "Measuring Living Standards with Proxy Variables", *Demography*, 37:155-174.
- National Development Planning Commission (2003) "Ghana Poverty Reduction Strategy (GPRS I), 2003-2005. An Agenda for Growth and Prosperity (GPRS). NDPC Government of Ghana. Accra, Ghana.
- \_\_\_\_\_ (2005) "Ghana Poverty Reduction Strategy (GPRS I), 2006-2009. An Agenda for Growth and Prosperity (GPRS). NDPC. Government of Ghana. Accra, Ghana.
- \_\_\_\_\_ (2010). Ghana Shared Growth and Development Agenda (GSGDA) 2010 – 2013. NDPC. Government of Ghana. Accra, Ghana.
- Republic of Ghana, 1992. "Constitution of the Republic of Ghana"
- Sahn D.E. and Stifel, (2003), "Exploring Alternative Measures of Welfare in the Absence of Expenditure Data", *Review of Income and Wealth*, Series 49, No. 4
- UNICEF Ghana, (2006) "Abolition of School fees", Issue Briefing Note 9, July 2006
- World Bank (2004a). World Bank Project Assessment Report (Report No.: 29581). July 2004. Washington DC: World Bank.
- \_\_\_\_\_ (2004b). "User Fees in Primary Education". Education Sector Human Development Network.
- \_\_\_\_\_ (2004c). Books, Buildings and Learning Outcomes: An impact evaluation of World Bank support to basic education in Ghana. Washington, DC: World Bank.
- \_\_\_\_\_ (2011). Education in Ghana: Improving Equity, Efficiency and Accountability of Education Service Delivery. Report No. 59755-GH, Republic Of Ghana. AFTED Africa Region.

## APPENDIX TABLES: ADDITIONAL TABLE

**Appendix 1: Average amount collected by a school in 2013/14 academic year (GH¢)**  
**Appendix 1: Average amount collected by a school in 2013/14 academic year (Ghc)**

Region	Pre-school			Primary			JHS		
	Non-deprived	Deprived	Total	Non-deprived	Deprived	Total	Non-deprived	Deprived	Total
Western	46.4	8.2	40.3	42.5	22.0	39.6	89.2	31.1	82.2
Central	49.4		49.4	56.9		56.9	133.1		123.1
Greater Accra	255.5		255.5	169.1		169.1	310.2		310.2
Volta	17.9	13.9	17.4	27.4	36.4	28.9	80.1	46.8	76.2
Eastern	47.9	5.3	42.1	82.2	16.4	71.9	132.9	58.6	124.5
Ashanti	52.8	9.6	46.7	57.4	37.6	54.2	152.9	113.0	149.3
Brong Ahafo	27.6	30.0	28.7	47.7	39.8	43.2	59.2	43.1	53.7
Northern	27.6	4.2	9.3	90.0	5.5	27.2	51.8	36.4	42.6
Upper East	10.7	7.3	8.6	8.9	10.4	9.8	40.3	22.5	28.1
Upper East	42.6	8.2	13.6	14.4	10.3	10.8	30.1	24.7	25.8
Wealth quintile									
Lowest 20%	20.4	8.7	14.3	33.9	14.7	22.7	90.5	30.5	55.7
Next 20%	41.1	8.6	28.5	42.5	23.6	35.4	108.8	37.7	90.6
Next 20%	48.5	6.1	40.6	60.5	16.4	52.5	101.7	41.0	91.6
Next 20%	71.8	40.9	68.6	75.8	21.6	69.0	149.3	41.7	132.7
Upper 20%	114.9	29.8	105.2	109.9	27.2	99.2	154.0	101.6	150.8
<b>Total</b>	<b>50.2</b>	<b>10.3</b>	<b>37.1</b>	<b>56.8</b>	<b>18.1</b>	<b>43.1</b>	<b>122.8</b>	<b>37.6</b>	<b>101.2</b>

## APPENDIX 2: DATA COLLECTION INSTRUMENTS

### QUESTIONNAIRES USED FOR QUANTITATIVE DATA COLLECTION

#### 1. Questionnaire for Households

SECTION A: IDENTIFICATION PARTICULARS		
1.1 Region		
1.2 District		
1.3 Enumeration Area (EA)		
1.4 Name of village/town		
1.5 Respondent's Name		
1.6 Number of School Going Age Children (3-17 years) in the Household		
1.7 Number of School Going Age Children (3-17 years) currently in School in the Household		
1.8 Number of pupils above 17 years and currently in School in the Household		
1.9 Date of Interview (DD/MM/YY)		
1.10 Start time of Interview ( HH:MM)		
1.11 End time of Interview (HH:MM)		
1.12 Name of Interviewer		
1.13 Name of Supervisor		

SECTION B: INDIVIDUAL LEVEL INFORMATION (GENERAL)						
ID	B1 Name  (Start with Head of Household)	B2 Age (completed in years)	B3 Sex  Male = 1 Female = 2	B4 Marital Status  Married=1 Consensual union =2 Separated=3 Divorced=4 Widowed=5 Never Married=6	B5 Ethnic group  Akan = 1 Mole/Dagbani=2 Ewe = 3 Ga-Dangbe = 4 Gurma = 5 Guan = 6 Grusi = 7 Mande-Busanga = 8 Other = 9	B6 Religion  Catholic=1 Anglican=2 Presbyterian=3 Methodist =4 Pentecostal=5 Charismatic=6 Spiritualist=7 Other Christian=8 Moslem=9 Traditional=10 No religion=11 Other=12
01						
02						
03						
04						



05						
06						
07						
08						
09						
10						
11						

SECTION B : INDIVIDUAL LEVEL INFORMATION (EDUCATION & MIGRATION)																																										
ID	B7 Relationship to HH Head  <i>Head=1 Spouse=2 Child=3 Grandchild=4 Parent/parent-in-law=5 Son/daughter-in-law=6 Other relative=7 Adopted child=8 House help=9 Non-relative=10</i>	B8 Has [Name] ever been to school?  <i>Yes = 1 No = 2</i>  <b>IF 'No' SKIP TO B11</b>	B9 What was the highest level completed?		B10 What was the highest academic qualification attained?	B11 Has [Name] always been a member of the household?  <i>Yes = 1 No = 2</i>  <b>IF 'YES' SKIP TO B15</b>	B12 How long ago did [Name] join this HH?																																			
			<table border="1" style="width: 100%; border-collapse: collapse;"> <tr><td><i>None</i></td><td><i>01</i></td></tr> <tr><td><i>Primary</i></td><td><i>02</i></td></tr> <tr><td><i>Middle</i></td><td><i>03</i></td></tr> <tr><td><i>JHS</i></td><td><i>04</i></td></tr> <tr><td><i>SHS</i></td><td><i>05</i></td></tr> <tr><td><i>Voc/Comm/tech</i></td><td><i>06</i></td></tr> <tr><td><i>Teach. Train</i></td><td><i>07</i></td></tr> <tr><td><i>P/Sec. T/T</i></td><td><i>08</i></td></tr> <tr><td><i>Nursing training</i></td><td><i>09</i></td></tr> <tr><td><i>Polytechnic</i></td><td><i>10</i></td></tr> <tr><td><i>University</i></td><td><i>11</i></td></tr> <tr><td><i>Other (specify)</i></td><td><i>12</i></td></tr> </table>	<i>None</i>	<i>01</i>	<i>Primary</i>	<i>02</i>	<i>Middle</i>	<i>03</i>	<i>JHS</i>	<i>04</i>	<i>SHS</i>	<i>05</i>	<i>Voc/Comm/tech</i>	<i>06</i>	<i>Teach. Train</i>	<i>07</i>	<i>P/Sec. T/T</i>	<i>08</i>	<i>Nursing training</i>	<i>09</i>	<i>Polytechnic</i>	<i>10</i>	<i>University</i>	<i>11</i>	<i>Other (specify)</i>	<i>12</i>	<table border="1" style="width: 100%; border-collapse: collapse;"> <tr><td><i>None</i></td><td><i>01</i></td></tr> <tr><td><i>BECE/MSLC/NV TI</i></td><td><i>02</i></td></tr> <tr><td><i>GCE O or A levels/SSCE/WA SSC</i></td><td><i>03</i></td></tr> <tr><td><i>Tertiary</i></td><td><i>04</i></td></tr> <tr><td><i>Other (specify)</i></td><td><i>05</i></td></tr> </table>	<i>None</i>	<i>01</i>	<i>BECE/MSLC/NV TI</i>	<i>02</i>	<i>GCE O or A levels/SSCE/WA SSC</i>	<i>03</i>	<i>Tertiary</i>	<i>04</i>	<i>Other (specify)</i>	<i>05</i>				
	<i>None</i>	<i>01</i>																																								
<i>Primary</i>	<i>02</i>																																									
<i>Middle</i>	<i>03</i>																																									
<i>JHS</i>	<i>04</i>																																									
<i>SHS</i>	<i>05</i>																																									
<i>Voc/Comm/tech</i>	<i>06</i>																																									
<i>Teach. Train</i>	<i>07</i>																																									
<i>P/Sec. T/T</i>	<i>08</i>																																									
<i>Nursing training</i>	<i>09</i>																																									
<i>Polytechnic</i>	<i>10</i>																																									
<i>University</i>	<i>11</i>																																									
<i>Other (specify)</i>	<i>12</i>																																									
<i>None</i>	<i>01</i>																																									
<i>BECE/MSLC/NV TI</i>	<i>02</i>																																									
<i>GCE O or A levels/SSCE/WA SSC</i>	<i>03</i>																																									
<i>Tertiary</i>	<i>04</i>																																									
<i>Other (specify)</i>	<i>05</i>																																									
							In Years	in Month																																		
01																																										
02																																										

SECTION B: INDIVIDUAL LEVEL INFORMATION (MIGRATION & EMPLOYMENT)					
ID	B13 If No (to question B11), what was the reason for joining the HH? <i>Marriage =1</i> <i>Re-joined the HH =2</i> <i>Visiting family = 3</i> <i>Fostering = 4</i> <i>Employment=5</i> <i>Other (specify) = 6</i>	B14 Where was [Name] living before? <i>Same locality=A1</i> <i>Different locality but</i> <i>same region=A2</i> <i>Western=B1</i> <i>Central=B2</i> <i>Greater Accra=B3</i> <i>Volta=B4</i> <i>Eastern=B5</i> <i>Ashanti =B6</i> <i>Brong Ahafo =B7</i> <i>Northern=B8</i> <i>Upper East=B9</i> <i>Upper West=B10</i> <i>Outside Ghana=C1</i>	B15 Did [Name] do any work for pay, profit, family gain or did [NAME] produce anything for barter or family use during the <u>last 7 days?</u> (Including temporary absence from work?)  <i>Yes = 1</i> <i>No = 2</i>  <b>IF 'Yes' SKIP TO B18</b>	B16 Has [Name] been looking for work and ready for work in the last 7 days?  <i>Yes = 1</i> <i>No = 2</i>	B17 What was the main reason [Name] was not working in the last 7 days?  <i>No work available=1</i> <i>Seasonal inactivity=2</i> <i>Student=3</i> <i>Household/family</i> <i>duties=4</i> <i>Too old/too young=6</i> <i>Infirmity =7</i> <i>Disability=8</i> <i>Other=9</i> <b>SKIP TO section C1</b>
01					
02					

SECTION B: INDIVIDUAL LEVEL INFORMATION (MIGRATION & EMPLOYMENT)				
ID	B18 What was [Name] employment status in the main job in the last 7 days?  <i>Paid employee =1</i> <i>Self-employed with employees</i> <i>=2</i> <i>Self-employed without</i> <i>employees =3</i> <i>Contributing family worker=4</i> <i>Domestic employee=5</i> <i>Apprentice/student=6</i> <i>Other=7</i>	B19 How many hours did [Name] work (any type of work) in the last 7 days?  <i>Less than 20 hours=1</i> <i>20 to 35 hours =2</i> <i>36 - 40 hours=3</i> <i>41 hours or more=4</i>	B20 For whom did [Name] work?  <i>Public = 1</i> <i>Private formal = 2</i> <i>Private Informal = 3</i> <i>Semi-Public/Parastatal= 4</i> <i>NGO's/Intl Org = 5</i> <i>Other = 6</i>	B21 What is the main activity (industry) at the place of [Name's] work?  <i>Agriculture=1</i> <i>Forestry=2</i> <i>Fishing=3</i> <i>Mining and Quarrying =3</i> <i>Manufacturing =4</i> <i>Construction = 5</i> <i>Transport/Storage=6</i> <i>Communication=7</i> <i>Wholesale/Retail trade=8</i> <i>Finance/Insurance/Education=9</i> <i>Electricity, Gas and Water =10</i> <i>Community/Social</i> <i>serv/health.=11</i> <i>Other =12</i>
01				
02				

**SECTION C: INDIVIDUAL LEVEL INFORMATION (SCHOOL ATTENDANCE)**  
(children of school going age 3 – 17 years or older and still in school)

ID	C1 Is [name] attending school this school year (2013/14)?  Yes = 1 No = 2  <b>IF yes, SKIP TO C4</b>	C2 Why is [name] not attending school this school year (2013/14)?	C3 What do you think contributes to make basic education expensive in this area?	C4 What is the [Name's] current level?																																																								
		<table border="1"> <tr><td>Completed</td><td>01</td></tr> <tr><td>School is too far away from here</td><td>02</td></tr> <tr><td>Too expensive</td><td>03</td></tr> <tr><td>Working (home or farm)</td><td>04</td></tr> <tr><td>Ill-health</td><td>05</td></tr> <tr><td>Became pregnant</td><td>06</td></tr> <tr><td>Failed examination</td><td>07</td></tr> <tr><td>Got married</td><td>08</td></tr> <tr><td>Refused to go to school</td><td>09</td></tr> <tr><td>Teacher is never there</td><td>10</td></tr> <tr><td>Don't see value in education</td><td>11</td></tr> <tr><td>Punishment</td><td>12</td></tr> <tr><td>Others (specify)</td><td>13</td></tr> </table>	Completed	01	School is too far away from here	02	Too expensive	03	Working (home or farm)	04	Ill-health	05	Became pregnant	06	Failed examination	07	Got married	08	Refused to go to school	09	Teacher is never there	10	Don't see value in education	11	Punishment	12	Others (specify)	13	<table border="1"> <tr><td>Payment of fees</td><td>01</td></tr> <tr><td>Payment of other levies</td><td>02</td></tr> <tr><td>Inability to contribute to family labour</td><td>03</td></tr> <tr><td>Others (specify)</td><td>04</td></tr> </table> <p align="center">&gt;&gt;&gt; Section D</p>	Payment of fees	01	Payment of other levies	02	Inability to contribute to family labour	03	Others (specify)	04	<table border="1"> <tr><td>Preschool</td><td>01</td></tr> <tr><td>Primary 1</td><td>02</td></tr> <tr><td>Primary 2</td><td>03</td></tr> <tr><td>Primary 3</td><td>04</td></tr> <tr><td>Primary 4</td><td>05</td></tr> <tr><td>Primary 5</td><td>06</td></tr> <tr><td>Primary 6</td><td>07</td></tr> <tr><td>JHS1</td><td>08</td></tr> <tr><td>JHS 2</td><td>09</td></tr> <tr><td>JHS 3</td><td>10</td></tr> <tr><td>Other (specify)</td><td>11</td></tr> </table>	Preschool	01	Primary 1	02	Primary 2	03	Primary 3	04	Primary 4	05	Primary 5	06	Primary 6	07	JHS1	08	JHS 2	09	JHS 3	10	Other (specify)	11
Completed	01																																																											
School is too far away from here	02																																																											
Too expensive	03																																																											
Working (home or farm)	04																																																											
Ill-health	05																																																											
Became pregnant	06																																																											
Failed examination	07																																																											
Got married	08																																																											
Refused to go to school	09																																																											
Teacher is never there	10																																																											
Don't see value in education	11																																																											
Punishment	12																																																											
Others (specify)	13																																																											
Payment of fees	01																																																											
Payment of other levies	02																																																											
Inability to contribute to family labour	03																																																											
Others (specify)	04																																																											
Preschool	01																																																											
Primary 1	02																																																											
Primary 2	03																																																											
Primary 3	04																																																											
Primary 4	05																																																											
Primary 5	06																																																											
Primary 6	07																																																											
JHS1	08																																																											
JHS 2	09																																																											
JHS 3	10																																																											
Other (specify)	11																																																											
01																																																												
02																																																												

**SECTION C: INDIVIDUAL LEVEL INFORMATION (REASONS FOR ABSENTEEISM)**

ID	C5 Where does [Name] attend school?	C6 Main reason for the choice of the school?	C7 How many days during the <b>past academic term</b> did [Name] absent himself/herself from school? <b>If 0 skip to c9</b>	C8 What is the main reason for the absenteeism?																																										
	<table border="1"> <tr><td>Public Basic School in this community</td><td>01</td></tr> <tr><td>Private Basic School in this community</td><td>02</td></tr> <tr><td>Public Basic School outside this community</td><td>03</td></tr> <tr><td>Public Basic School outside this community</td><td>04</td></tr> <tr><td>Other (specify)</td><td>05</td></tr> </table>	Public Basic School in this community	01	Private Basic School in this community	02	Public Basic School outside this community	03	Public Basic School outside this community	04	Other (specify)	05	<table border="1"> <tr><td>No levies/fees/c harges</td><td>01</td></tr> <tr><td>Lower levies/fees/c harges</td><td>02</td></tr> <tr><td>Quality education</td><td>03</td></tr> <tr><td>Proximity</td><td>04</td></tr> <tr><td>Other (specify)</td><td>05</td></tr> </table>	No levies/fees/c harges	01	Lower levies/fees/c harges	02	Quality education	03	Proximity	04	Other (specify)	05		<table border="1"> <tr><td>Could not pay required levies/fees/charges</td><td>01</td></tr> <tr><td>Ill-health</td><td>02</td></tr> <tr><td>Attending to some family needs (taking care of a sick member of the HH)</td><td>03</td></tr> <tr><td>Offering labour to the family business</td><td>04</td></tr> <tr><td>Could not afford school uniform</td><td>05</td></tr> <tr><td>Could not buy required teaching and learning materials ( exercise books, table, chair etc.)</td><td>06</td></tr> <tr><td>Running away from corporal punishment (teachers)</td><td>07</td></tr> <tr><td>Running away from bullying (peers)</td><td>08</td></tr> <tr><td>Sent home because they couldn't pay levies/fees/charges</td><td>09</td></tr> <tr><td>Teacher was not available</td><td>10</td></tr> <tr><td>Other (specify)</td><td>11</td></tr> </table>	Could not pay required levies/fees/charges	01	Ill-health	02	Attending to some family needs (taking care of a sick member of the HH)	03	Offering labour to the family business	04	Could not afford school uniform	05	Could not buy required teaching and learning materials ( exercise books, table, chair etc.)	06	Running away from corporal punishment (teachers)	07	Running away from bullying (peers)	08	Sent home because they couldn't pay levies/fees/charges	09	Teacher was not available	10	Other (specify)	11
Public Basic School in this community	01																																													
Private Basic School in this community	02																																													
Public Basic School outside this community	03																																													
Public Basic School outside this community	04																																													
Other (specify)	05																																													
No levies/fees/c harges	01																																													
Lower levies/fees/c harges	02																																													
Quality education	03																																													
Proximity	04																																													
Other (specify)	05																																													
Could not pay required levies/fees/charges	01																																													
Ill-health	02																																													
Attending to some family needs (taking care of a sick member of the HH)	03																																													
Offering labour to the family business	04																																													
Could not afford school uniform	05																																													
Could not buy required teaching and learning materials ( exercise books, table, chair etc.)	06																																													
Running away from corporal punishment (teachers)	07																																													
Running away from bullying (peers)	08																																													
Sent home because they couldn't pay levies/fees/charges	09																																													
Teacher was not available	10																																													
Other (specify)	11																																													
01																																														
02																																														

## SECTION C: INDIVIDUAL LEVEL INFORMATION (REASONS FOR ABSENTEEISM)

ID	C9	C10 a	C10b	C11	C12																																
	Has [Name] ever repeated a class?  Yes = 1 No = 2  <b>IF Yes, SKIP TO C11</b>	Which grade/class did [Name] repeat?  <i>Pre-school =1</i> <i>Primary1=2</i> <i>Primary2=3</i> <i>Primary3=4</i> <i>Primary4=5</i> <i>Primary5=6</i> <i>Primary 6 =7</i> <i>JHS1 =8</i> <i>JHS2=9</i> <i>JHS3=10</i>  (specify)=13 _____ —	Why did [Name] repeat a class? <table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td><i>Could not pay required levies and was therefore not allowed to write exams</i></td> <td style="text-align: center;">01</td> </tr> <tr> <td><i>Could not write exams for other reasons, specify .....</i></td> <td style="text-align: center;">02</td> </tr> <tr> <td><i>Could not attend school because of ill-health</i></td> <td style="text-align: center;">03</td> </tr> <tr> <td><i>Had to stop school to attend to some family needs (taking care of a sick member of the HH, offering labour etc.)</i></td> <td style="text-align: center;">04</td> </tr> <tr> <td><i>Preganacy</i></td> <td style="text-align: center;">05</td> </tr> <tr> <td><i>Corporal punishment frm teachers</i></td> <td style="text-align: center;">06</td> </tr> <tr> <td><i>Bullying from peers</i></td> <td style="text-align: center;">07</td> </tr> <tr> <td><i>Other (specify)</i></td> <td style="text-align: center;">08</td> </tr> </table>	<i>Could not pay required levies and was therefore not allowed to write exams</i>	01	<i>Could not write exams for other reasons, specify .....</i>	02	<i>Could not attend school because of ill-health</i>	03	<i>Had to stop school to attend to some family needs (taking care of a sick member of the HH, offering labour etc.)</i>	04	<i>Preganacy</i>	05	<i>Corporal punishment frm teachers</i>	06	<i>Bullying from peers</i>	07	<i>Other (specify)</i>	08	Has [Name] ever changed school?  Yes = 1 No = 2  <b>IF No, SKIP TO NEXT SECTION</b>	Why did [Name] change school? <table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td><i>Could not pay required levies /fees in the former school</i></td> <td style="text-align: center;">01</td> </tr> <tr> <td><i>Migrated with my family</i></td> <td style="text-align: center;">02</td> </tr> <tr> <td><i>Quality of education was low in my former school</i></td> <td style="text-align: center;">03</td> </tr> <tr> <td><i>Wanted to be with my siblings in the new school</i></td> <td style="text-align: center;">04</td> </tr> <tr> <td><i>Suspended or expelled</i></td> <td style="text-align: center;">05</td> </tr> <tr> <td><i>Corporal punishment frm teachers</i></td> <td style="text-align: center;">06</td> </tr> <tr> <td><i>Bullying from peers</i></td> <td style="text-align: center;">07</td> </tr> <tr> <td><i>Other (specify)</i></td> <td style="text-align: center;">08</td> </tr> </table>	<i>Could not pay required levies /fees in the former school</i>	01	<i>Migrated with my family</i>	02	<i>Quality of education was low in my former school</i>	03	<i>Wanted to be with my siblings in the new school</i>	04	<i>Suspended or expelled</i>	05	<i>Corporal punishment frm teachers</i>	06	<i>Bullying from peers</i>	07	<i>Other (specify)</i>	08
<i>Could not pay required levies and was therefore not allowed to write exams</i>	01																																				
<i>Could not write exams for other reasons, specify .....</i>	02																																				
<i>Could not attend school because of ill-health</i>	03																																				
<i>Had to stop school to attend to some family needs (taking care of a sick member of the HH, offering labour etc.)</i>	04																																				
<i>Preganacy</i>	05																																				
<i>Corporal punishment frm teachers</i>	06																																				
<i>Bullying from peers</i>	07																																				
<i>Other (specify)</i>	08																																				
<i>Could not pay required levies /fees in the former school</i>	01																																				
<i>Migrated with my family</i>	02																																				
<i>Quality of education was low in my former school</i>	03																																				
<i>Wanted to be with my siblings in the new school</i>	04																																				
<i>Suspended or expelled</i>	05																																				
<i>Corporal punishment frm teachers</i>	06																																				
<i>Bullying from peers</i>	07																																				
<i>Other (specify)</i>	08																																				
01																																					
02																																					
03																																					
04																																					
05																																					
06																																					
07																																					
08																																					

## SECTION D: HOUSEHOLD LEVEL INFORMATION ON EDUCATIONAL EXPENSES

### SCHOOL LEVEL: PRE-SCHOOL

PAYMENT OF LEVIES/FEES/CHARGES & KNOWLEDGE ABOUT CAPITATION GRANT						
What kind of levy did HH pay? How much are you expected to pay during the current academic year (2013/14)?				How does the school decide on the current amount paid?		
D1 Type of Levy/fees/charge	D2 Code	D3 Does HH pay any form of levy/fee on [Name]?  <i>Yes = 1 No = 2</i>  <b>IF NO, skip to D7</b>	D4 Amount/year (GH¢)	D5 Mode of payment  Annual/one-shot payment = 1 By installment=2	D6a Who made the decision for mode of payment  PTA/SMC = 1 Unilateral decision by school administration =2 Don't know =3 Others (specify) =4	D6b Was HH issued a receipt for each payment?  <b>Yes=1 No=2</b>
<i>Tuition fees</i>	<i>01</i>					
<i>Extra Classes fees</i>	<i>02</i>					
<i>PTA levies</i>	<i>03</i>					
<i>Maintenance fees</i>	<i>04</i>					
<i>Capital development levy</i>	<i>05</i>					
<i>Printing of exams questions</i>	<i>06</i>					
<i>Excursions</i>	<i>07</i>					
<i>Sports</i>	<i>08</i>					
<i>Funeral</i>	<i>09</i>					
<i>Collection</i>	<i>10</i>					
<i>Other (specify)</i>	<i>11</i>					

# SCHOOL LEVEL: PRIMARY SCHOOL

PAYMENT OF LEVIES/FEES/CHARGES & KNOWLEDGE ABOUT CAPITATION GRANT						
What kind of levy did HH pay? How much are you expected to pay during the current academic year (2013/14)?				How does the school decide on the current amount paid?		
D7 Type of Levy/fees/charge	D8 Code	D9 Does HH pay any form of levy/fee on [Name]?  <i>Yes = 1 No = 2  IF NO, skip to D13</i>	D10 Amount/year (GH¢)	D11 Mode of payment  Annual/one-shot payment = 1 By installment=2	D12a Who made the decision for mode of payment  PTA/SMC = 1 Unilateral decision by school administration =2 Don't know =3 Others (specify) =4	D12B. Was HH issued a receipt for each payment?  <b>Yes=1 No=2</b>
<i>Tuition fees</i>	<i>01</i>					
<i>Extra Classes fees</i>	<i>02</i>					
<i>PTA levies</i>	<i>03</i>					
<i>Maintenance fees</i>	<i>04</i>					
<i>Capital development levy</i>	<i>05</i>					
<i>Printing of exams questions</i>	<i>06</i>					
<i>Excursions</i>	<i>07</i>					
<i>Sports</i>	<i>08</i>					
<i>Funeral</i>	<i>09</i>					
<i>Collection</i>	<i>10</i>					
<i>Other (specify)</i>	<i>11</i>					

Total expenditure.....

# **SCHOOL LEVEL: JUNIOR HIGH SCHOOL (JHS)**

PAYMENT OF LEVIES/FEES/CHARGES & KNOWLEDGE ABOUT CAPITATION GRANT						
What kind of levy did HH pay? How much are you expected to pay during the current academic year (2013/14)?				How does the school decide on the current amount paid?		
D13 Type of Levy/fees/charge	D14 Code	D15 Does HH pay any form of levy/fee on [Name]?  <i>Yes = 1 No = 2  IF NO, skip to D19</i>	D16 Amount/year (GH¢)	D17 Mode of payment  Annual/one-shot payment = 1 By installment=2	D18a Who made the decision for mode of payment  PTA/SMC = 1 Unilateral decision by school administration =2 Don't know =3 Others (specify) =4	D18a Was HH issued a receipt for each payment?  <b>Yes=1 No=2</b>
<i>Tuition fees</i>	<i>01</i>					
<i>Extra Classes fees</i>	<i>02</i>					
<i>PTA levies</i>	<i>03</i>					
<i>Maintenance fees</i>	<i>04</i>					
<i>Capital development levy</i>	<i>05</i>					
<i>Printing of exams questions</i>	<i>06</i>					
<i>Excursions</i>	<i>07</i>					
<i>Sports</i>	<i>08</i>					
<i>Funeral</i>	<i>09</i>					
<i>Collection</i>	<i>10</i>					
<i>Other (specify)</i>	<i>11</i>					

PAYMENT OF LEVIES/FEES/CHARGES & KNOWLEDGE ABOUT CAPITATION GRANT																																	
<p><b>D19</b> In general, how does the HH pay the levy? (Multiple responses possible)</p> <table border="1"> <tr> <td><i>Once, directly to the teachers</i></td> <td><i>A</i></td> </tr> <tr> <td><i>Instalments, directly to the teachers</i></td> <td><i>B</i></td> </tr> <tr> <td><i>Through money transfer to the teachers</i></td> <td><i>C</i></td> </tr> <tr> <td><i>Other (specify)</i></td> <td><i>D</i></td> </tr> </table>	<i>Once, directly to the teachers</i>	<i>A</i>	<i>Instalments, directly to the teachers</i>	<i>B</i>	<i>Through money transfer to the teachers</i>	<i>C</i>	<i>Other (specify)</i>	<i>D</i>	<p><b>D20</b> Is there any penalty for refusal/inability of payment of such levies? (Encircle the appropriate response)</p> <table border="1"> <tr> <td><i>None</i></td> <td><i>1</i></td> </tr> <tr> <td><i>The child is sent home</i></td> <td><i>2</i></td> </tr> <tr> <td><i>The child is beaten</i></td> <td><i>3</i></td> </tr> <tr> <td><i>PTA/SMC reprimand parents</i></td> <td><i>4</i></td> </tr> <tr> <td><i>Other (specify)</i></td> <td><i>5</i></td> </tr> </table>	<i>None</i>	<i>1</i>	<i>The child is sent home</i>	<i>2</i>	<i>The child is beaten</i>	<i>3</i>	<i>PTA/SMC reprimand parents</i>	<i>4</i>	<i>Other (specify)</i>	<i>5</i>	<p><b>D21</b> What are the effects and challenges HH face with the payment of such charges? (Multiple responses possible)</p> <table border="1"> <tr> <td><i>Reduction in food</i></td> <td><i>A</i></td> </tr> <tr> <td><i>Abandonment of healthcare</i></td> <td><i>B</i></td> </tr> <tr> <td><i>Had to travel longer distance to pay the levies</i></td> <td><i>C</i></td> </tr> <tr> <td><i>Had to spend longer time to pay the levies</i></td> <td><i>D</i></td> </tr> <tr> <td><i>Other (specify)</i></td> <td><i>E</i></td> </tr> <tr> <td><i>No real challenge</i></td> <td><i>F</i></td> </tr> </table>	<i>Reduction in food</i>	<i>A</i>	<i>Abandonment of healthcare</i>	<i>B</i>	<i>Had to travel longer distance to pay the levies</i>	<i>C</i>	<i>Had to spend longer time to pay the levies</i>	<i>D</i>	<i>Other (specify)</i>	<i>E</i>	<i>No real challenge</i>	<i>F</i>	<p><b>D22</b> Have you heard about capitation grant in the basic school?  <i>Yes = 1 No = 2</i>  <b>IF no, SKIP TO SECTION E</b></p>
<i>Once, directly to the teachers</i>	<i>A</i>																																
<i>Instalments, directly to the teachers</i>	<i>B</i>																																
<i>Through money transfer to the teachers</i>	<i>C</i>																																
<i>Other (specify)</i>	<i>D</i>																																
<i>None</i>	<i>1</i>																																
<i>The child is sent home</i>	<i>2</i>																																
<i>The child is beaten</i>	<i>3</i>																																
<i>PTA/SMC reprimand parents</i>	<i>4</i>																																
<i>Other (specify)</i>	<i>5</i>																																
<i>Reduction in food</i>	<i>A</i>																																
<i>Abandonment of healthcare</i>	<i>B</i>																																
<i>Had to travel longer distance to pay the levies</i>	<i>C</i>																																
<i>Had to spend longer time to pay the levies</i>	<i>D</i>																																
<i>Other (specify)</i>	<i>E</i>																																
<i>No real challenge</i>	<i>F</i>																																

# **PAYMENT OF LEVIES/FEES/CHARGES & KNOWLEDGE ABOUT CAPITATION GRANT**

D23	D24	D25	D26	D27																																						
How much does Government currently pay for each child to the schools?	What does your ward school usually spend the capitation grant on? (Multiple responses allowed)	Do parents participate in the decision on the capitation grant is spent?  Yes = 1 No = 2	How relevant is capitation grant? (Multiple responses allowed)	What do you think will happen if capitation grant is abolished?																																						
GH¢ .....	<table border="1"> <tr> <td>Payment of utility bills</td> <td>01</td> </tr> <tr> <td>Payment of sports fee/festival fees (etc) to the education office</td> <td>02</td> </tr> <tr> <td>School/grounds Maintenance</td> <td>03</td> </tr> <tr> <td>Purchase of chalk &amp; other teaching and learning materials</td> <td>04</td> </tr> <tr> <td>Decoration of teachers' office</td> <td>05</td> </tr> <tr> <td>Do not know</td> <td>06</td> </tr> <tr> <td>Other (specify)</td> <td>07</td> </tr> </table>	Payment of utility bills	01	Payment of sports fee/festival fees (etc) to the education office	02	School/grounds Maintenance	03	Purchase of chalk & other teaching and learning materials	04	Decoration of teachers' office	05	Do not know	06	Other (specify)	07		<table border="1"> <tr> <td>It is not relevant at all</td> <td>01</td> </tr> <tr> <td>It has relieved parents of the burden of school fees</td> <td>02</td> </tr> <tr> <td>It has attracted more children to school</td> <td>03</td> </tr> <tr> <td>It has made Government popular</td> <td>04</td> </tr> <tr> <td>Other (specify)</td> <td>05</td> </tr> </table>	It is not relevant at all	01	It has relieved parents of the burden of school fees	02	It has attracted more children to school	03	It has made Government popular	04	Other (specify)	05	<table border="1"> <tr> <td>Will have to stop sending children to school</td> <td>01</td> </tr> <tr> <td>Maintenance of school infrastructure will be negatively affected</td> <td>02</td> </tr> <tr> <td>Children will switch to private schools</td> <td>03</td> </tr> <tr> <td>Quality of education will be negatively affected</td> <td>04</td> </tr> <tr> <td>No effect</td> <td>05</td> </tr> <tr> <td>No opinion</td> <td>06</td> </tr> <tr> <td>Other (Specify)</td> <td>07</td> </tr> </table>	Will have to stop sending children to school	01	Maintenance of school infrastructure will be negatively affected	02	Children will switch to private schools	03	Quality of education will be negatively affected	04	No effect	05	No opinion	06	Other (Specify)	07
Payment of utility bills	01																																									
Payment of sports fee/festival fees (etc) to the education office	02																																									
School/grounds Maintenance	03																																									
Purchase of chalk & other teaching and learning materials	04																																									
Decoration of teachers' office	05																																									
Do not know	06																																									
Other (specify)	07																																									
It is not relevant at all	01																																									
It has relieved parents of the burden of school fees	02																																									
It has attracted more children to school	03																																									
It has made Government popular	04																																									
Other (specify)	05																																									
Will have to stop sending children to school	01																																									
Maintenance of school infrastructure will be negatively affected	02																																									
Children will switch to private schools	03																																									
Quality of education will be negatively affected	04																																									
No effect	05																																									
No opinion	06																																									
Other (Specify)	07																																									
CODE 9999 if don't know																																										

D28. Is your HH aware that basic education is free for those who attend public schools?

Yes = 1

No=2

D29a		D29b
What do you consider as quality education? (Encircle all that apply)		Would you say capitation grant has had any impact on any of the descriptions of quality education?  Positive =1, Negative=2, No impact=3 (indicate this against a particular description)
Good performance in the external examination	01	
Ability to read and write	02	
Availability of qualified teachers	03	
Availability of teaching and learning materials	04	
Manageable class sizes	05	
Availability of furniture	06	
Exhibition of good morals	07	
Other (specify)	08	



**SECTION E: HOUSEHOLD LEVEL INFORMATION ON INCOME FROM AGRICULTURAL ACTIVITIES AND OTHER SOURCES, HOUSING AND ASSETS**

E1. MAJOR SOURCES OF INCOME (NON-FARM) INDICATE HH TYPICAL SOURCES OF INCOME (MULTIPLE RESPONSES ALLOWED)		E2. AVERAGE INCOME (GH¢) PER ... (CHOOSE THE MOST APPROPRIATE TIME PERIOD TO ESTIMATE AVERAGE INCOME)		
		a. Week	b. Month	c. Year
1	Trading			
2	Paid employment			
3	Transport services			
4	Manufacturing/Construction			
5	Food processing			
6	Remittances			
7	Renting			
8	Hired labour services			
9	Others (Specify)			

E3 INCOME FROM AGRICULTURAL ACTIVITIES (To be responded by agricultural households)			
a. Agricultural Produce		AVERAGE INCOME (GH¢) PER ...	
		b. Major Agric. Season	c. Year
1	Food Crops		
2	Vegetables		
3	Fruits		
4	Cocoa		
5	Oil Palm		
6	Cashew		
7	Livestock		
8	Sale of Forestry Product		
9	Others , specify		

### SECTION E: LIVESTOCK OWNERSHIP

<p>E4. Does your household (HH) own any of the following <b>animals</b>? If yes, how many does the household have?  <b>SKIP TO E8 if HH does not own any animal</b></p>	<p>E5. How does your HH keep its animals in the day?</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 30px; text-align: center;">[1]</td> <td>Free range</td> </tr> <tr> <td style="text-align: center;">[2]</td> <td>Confined</td> </tr> <tr> <td style="text-align: center;">[3]</td> <td>Other</td> </tr> </table>	[1]	Free range	[2]	Confined	[3]	Other	<p>E6. Did your HH sell animal last 12 months?  <i>Yes = 1</i>  <i>No = 2</i>  <b>IF No, SKIP TO E8</b></p>	<p>E7. How many animals did your HH sell the last 12 months?</p>																																																												
[1]	Free range																																																																				
[2]	Confined																																																																				
[3]	Other																																																																				
<table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th style="width: 30%;">Animal</th> <th style="width: 10%;">Yes=1, No=2</th> <th style="width: 60%;">Quantity</th> </tr> </thead> <tbody> <tr><td>Poultry</td><td></td><td></td></tr> <tr><td>Grasscutter</td><td></td><td></td></tr> <tr><td>Sheep &amp; Goats</td><td></td><td></td></tr> <tr><td>Pigs</td><td></td><td></td></tr> <tr><td>Cattle</td><td></td><td></td></tr> <tr><td>Snails</td><td></td><td></td></tr> <tr><td>Other</td><td></td><td></td></tr> </tbody> </table>	Animal	Yes=1, No=2	Quantity	Poultry			Grasscutter			Sheep & Goats			Pigs			Cattle			Snails			Other			<table border="1" style="width: 100%; border-collapse: collapse;"> <tbody> <tr><td>Poultry</td><td></td></tr> <tr><td>Grasscutter</td><td></td></tr> <tr><td>Sheep &amp; Goats</td><td></td></tr> <tr><td>Pigs</td><td></td></tr> <tr><td>Cattle</td><td></td></tr> <tr><td>Snails</td><td></td></tr> <tr><td>Other</td><td></td></tr> </tbody> </table>	Poultry		Grasscutter		Sheep & Goats		Pigs		Cattle		Snails		Other		<table border="1" style="width: 100%; border-collapse: collapse;"> <tbody> <tr><td>Poultry</td><td></td></tr> <tr><td>Grasscutter</td><td></td></tr> <tr><td>Sheep &amp; Goats</td><td></td></tr> <tr><td>Pigs</td><td></td></tr> <tr><td>Cattle</td><td></td></tr> <tr><td>Snails</td><td></td></tr> <tr><td>Other</td><td></td></tr> </tbody> </table>	Poultry		Grasscutter		Sheep & Goats		Pigs		Cattle		Snails		Other		<table border="1" style="width: 100%; border-collapse: collapse;"> <tbody> <tr><td>Poultry</td><td></td></tr> <tr><td>Grasscutter</td><td></td></tr> <tr><td>Sheep &amp; Goats</td><td></td></tr> <tr><td>Pigs</td><td></td></tr> <tr><td>Cattle</td><td></td></tr> <tr><td>Snails</td><td></td></tr> <tr><td>Other</td><td></td></tr> </tbody> </table>	Poultry		Grasscutter		Sheep & Goats		Pigs		Cattle		Snails		Other	
Animal	Yes=1, No=2	Quantity																																																																			
Poultry																																																																					
Grasscutter																																																																					
Sheep & Goats																																																																					
Pigs																																																																					
Cattle																																																																					
Snails																																																																					
Other																																																																					
Poultry																																																																					
Grasscutter																																																																					
Sheep & Goats																																																																					
Pigs																																																																					
Cattle																																																																					
Snails																																																																					
Other																																																																					
Poultry																																																																					
Grasscutter																																																																					
Sheep & Goats																																																																					
Pigs																																																																					
Cattle																																																																					
Snails																																																																					
Other																																																																					
Poultry																																																																					
Grasscutter																																																																					
Sheep & Goats																																																																					
Pigs																																																																					
Cattle																																																																					
Snails																																																																					
Other																																																																					

### SECTION E: HOUSING CONDITIONS

<p>E8. What is the current tenancy status of the household?  <i>Owens the dwelling=1</i>  <i>Rents the dwelling=2</i>  <i>Uses without paying rent=3</i></p> <div style="border: 1px solid black; width: 80px; height: 30px; margin: 10px auto;"></div>	<p>E9. How many rooms does this household occupy?          (count living rooms, dining rooms, but not bathrooms and kitchens)</p> <div style="border: 1px solid black; width: 80px; height: 30px; margin: 10px auto;"></div>	<p>E10. What is the material of the roof of the house?  <i>Mud =1</i>  <i>Thatch =2</i>  <i>Wood=3</i>  <i>Metal sheets=4</i>  <i>Cement/concrete=5 Roofing tiles =6</i>  <i>Asbestos=7</i>  <i>Other (Specify)=8 _____</i></p> <div style="border: 1px solid black; width: 80px; height: 30px; margin: 10px auto;"></div>	<p>E11. What is the material of the walls of the house?  <i>Mud/mud bricks =1</i>  <i>Stone =2</i>  <i>Burnt bricks=3</i>  <i>Cement/sandcrete=4</i>  <i>Wood/bamboo=5</i>  <i>Iron sheets =6</i>  <i>Cardboard =7</i>  <i>Other (specify)=8 _____</i></p> <div style="border: 1px solid black; width: 80px; height: 30px; margin: 10px auto;"></div>
---	--	--	---

<p><b>E12. What is the main construction material used for the floor of this dwelling?</b></p> <p>Earth/mud/mud bricks=1 Cement/concrete=2 Stone =3 Burnt bricks=4 Wood =5 Vinyl tiles =6 Ceramic/Marble tiles=7 Terraazo =8 Other (specify)=9</p> <div style="border: 1px solid black; width: 80px; height: 30px; margin-left: 40px;"></div>	<p><b>E13. In what type of dwelling does the household live?</b></p> <p>Separate house =1 Semi-detached house=2 Flat/Apartment =3 Compound house (rooms) =4 Huts/buildings (same compound) =5 Hotel/hostel =6 Tent=7 Improvised home (kiosk, container)=8 Living quarters attached to office/shop =9 Other (specify)=10</p> <div style="border: 1px solid black; width: 80px; height: 30px; margin-left: 40px;"></div>	<p><b>E14. What is the main source of drinking water?</b></p> <p>Piped into dwelling or compound=1 Public outdoor tap=2 Borehole=3 Protected well=4 Unprotected well, rain water=5 River, lake, pond=6 Vendor or truck=7 Sachet water =8 Other (specify)=9</p> <div style="border: 1px solid black; width: 80px; height: 30px; margin-left: 40px;"></div>	<p><b>E15. What kind of toilet facility does your household use?</b></p> <p>None=1 Flush toilet =2 Pan/bucket=3 Covered pit latrine=4 Uncovered pit latrine =5 VIP/KVIP=6 Other (specify)=7</p> <div style="border: 1px solid black; width: 80px; height: 30px; margin-left: 40px;"></div>
<p><b>E16. What is the main fuel used for cooking?</b></p> <p>Firewood =1 Charcoal =2 Kerosene/oil =3 Gas =4 Electricity=5 Crop residue/sawdust =6 Animal waste =7 Other (specify)=8</p> <div style="border: 1px solid black; width: 80px; height: 30px; margin-left: 40px;"></div>	<p><b>E17. What is the main fuel used for lighting?</b></p> <p>Kerosene/paraffin=1 Gas=2 Electricity =3 Generator=4 Battery=5 Candles=6 Firewood=7 Solar energy=8 Other(specify)=9</p> <div style="border: 1px solid black; width: 80px; height: 30px; margin-left: 40px;"></div>	<p><b>E18. How does your household dispose of refuse?</b></p> <p>Collected =1 Burned by household=2 Public Dumping =3 Dumped elsewhere=4 Buried by household=5 Other (specify)=6</p> <div style="border: 1px solid black; width: 80px; height: 30px; margin-left: 40px;"></div>	

## E.19 OWNERSHIP OF DURABLES

Does the household own any of the following items? (*Only items in good conditions are considered*) multiple answers are possible.

Item	CODE	1. Yes 2. No
Electric Iron	1.	
Refrigerator	2.	
Radio	3.	
Television	4.	
Satellite disc	5.	
Video deck	6.	
VCD/DVD	7.	
Cassette player	8.	
Stereo system/home theatre	9.	
Personal Computer	10.	
Computer accessories	11.	
Mobile phone	12.	
Smartphone	13.	
Furniture	14.	
Canoe/boat	15.	
Fishing net	16.	
Watch / clock	17.	
Sewing machine	18.	
Gas/electric stove	19.	
Kerosene stove	20.	
Fan	21.	
Bicycle	22.	
Motor bicycle/"motor king"	23.	
Car or truck	24.	
Tractor	25.	
Land	26.	
House	27.	
Others (specify)	28.	
Others (specify) etc	29.	

## **2. Questionnaire For Public Basic Schools**

<b>A. SECTION A: IDENTIFICATION PARTICULARS</b>	
A1 Region	
A2 District	
A3 Enumeration Area (EA)	
A4 Locality (urban=1; Rural=2)	
A5 Name of the Basic School	
A6 Which levels/classes do you have in your school (KG, Primary/JHS) <i>(Please select all that apply)</i>	
A7 Date of Interview (DD/MM/YY)	
A8 Start time of Interview ( HH:MM)	
A9 End time of Interview (HH:MM)	
A10 Name of Interviewer	
A11 Name of Supervisor	

### **CHARACTERISTICS OF RESPONDENT**

This part of **SECTION A** deals with information on the respondent

**A9.** Sex of respondent

1= Male

2= Female

**A10.** Age of respondent (in completed years)

**A11.** What is your job title at this school?

1= Head teacher

2= Assistant head teacher

3= Class Teacher

4= Other, specify .....

**A12.** For how long have you been working at this school?

Years

Month

## SECTION B: GENERAL INFORMATION

LEVEL		KG				PRIMARY				JSH			
No.	Variable/Year	200 3/04	200 6/07	200 9/10	201 2/13	200 3/04	200 6/07	200 9/10	201 2/13	200 3/04	200 6/07	200 9/10	2012 /13
B1	Total number of pupils in your school <i>(at the beginning of the academic year)</i>												
B2	<i>Of whom number of female pupils</i>												
B3	Total number of pupils in your school <i>(at the end of the academic year)</i>												
B4	<i>Of whom number of female pupils</i>												
B5	Total number of repeaters in your school from the previous academic year												
B6	<i>Of whom number of female pupils</i>												
B7	Total number of pupils completed P6												
B8	<i>Of whom number of female pupils</i>												
B9	Total number of pupils proceeded to JSS1												
B10	<i>Of whom number of female pupils</i>												
B11	Number of permanent classrooms in your school per level												
B12	How many other structures do you use as classrooms <sup>a</sup>												
B13	Number of non-classroom facilities in your school <sup>b</sup>												
B14	Number of pupil seating places in your school												
B15	Number of pupil writing places in your school												
B16	Number of teachers' bungalows in your school												
B17	Number of chalkboards for classrooms in your school												
B18	Number of classrooms used for multi-grade teaching (If none write zero) <sup>c</sup>												
B19	Total number of teachers in your school												
B20	<i>Of whom number of trained teachers</i>												
B21	Source of drinking water for pupils in your school (codes) <i>(Select all that apply)</i>												
B22	How is your drinking water stored? (codes) <i>(Select all that apply)</i>												

1. Temporary classroom: a classroom with a non-permanent structure (thatch, grass roof, shed, open air) or in a borrowed space.
2. Headmaster=1, office =2, staff common room =3, ICT laboratory=4, library =5, workshop = 6, sickbay=7, other (specify) = 8
3. Multi-grades are classes where the same teacher teaches pupils in different grades in one classroom. For example, pupils in grade 1 and grade 2 are taught in the same classroom.

**Codes for supply of drinking water:** None = 0, Pipe borne water = 1 Sachet/bottled water = 2, Borehole = 3, Protected Well = 4, Unprotected Well = 5, River/Stream/Dugout/Pond/Dam = 6, Others (specify) = 7

**Codes for way to keep drinking water:** None = 0, Standing pipe = 1, Cooler/pot = 2, Bowl with cover = 3, Bowl without cover = 4, Poly-tank = 5, Others (specify) = 6.

## SECTION C: INFORMATION ON CAPITATION GRANT

<i>Capitation Grants</i>					
No.	C1 Did you receive capitation grants from District Education Officer (DEO) in:	C2 Yes=1 No=2	C3 Date (dd/mm/yy) received	C4 Cheque =1 Cash =2 Direct deposit =3	C5 Amount in GH¢
	2013/2014 academic year Term 1				
	Term 2				
	2012/2013 academic year Term 1				
	Term 2				
	Term 3				
	2011/2012 academic year Term 1				
	Term 2				
	Term 3				
	2010/2011 academic year Term 1				
	Term 2				
	Term 3				
	2009/2010 academic year Term 1				
	Term 2				
	Term 3				
	2008/2009 academic year Term 1				
	Term 2				
	Term 3				
	2007/2008 academic year Term 1				
	Term 2				
	Term 3				
	2006/2007 academic year Term 1				
	Term 2				
	Term 3				

**How much did your school spend on the following items using Capitation Grant for the period, September 2012 to August 2013 (2012/13 Academic Year)?**

			Respondent: person who knows school budget		
			<b>Capitation Grants Expenditure Returns</b>		
No	C6 Did your school spend capitation grants on the following activities/items between September 2012 and August 2013?	C7 Yes=1 No=2	C8 Payment method: Cheque = 1 Cash = 2 Direct deposit = 3 Mixed = 4	C9 Frequency	C10 Total value: (GH¢)
A	Enrollment drives				
B	Provision of teaching and learning materials				
C	School management (including T&T, stationary and sanitation				
D	Community and school relations				
E	Support to needy students				
F	School and cluster based in-service training				
G	Minor repairs				
H	Sports and culture				
I	Other (specify)				

**How much did your school spend on other School Performance Improvement Plan (SPIP), September 2012 to August 2013 (2012/13 Academic Year)?**

			Respondent: person who knows school budget		
			<b>Other SPIP Expenditure Returns</b>		
No	C11 Indicate any other sources of funding ( <i>apart from capitation grant</i> ) in your school for the following activities/items between September 2012 and August 2013	C12 District Assembly = 1 PTA = 2 NGO support = 3 Other, (specify) = 4 (select all that apply)	C13 Payment method: Cheque =1 Cash =2 Direct deposit =3 Mixed =4 (respectively for those selected under C12)	C14 Frequency  (respectively for those selected under C12)	C15 Total value: (GH¢)  (for all selected under C12)
A	Enrollment drives				
B	Provision of teaching and learning materials				
C	School management (including T&T, stationary and sanitation				
D	Community and school relations				
E	Support to needy students				
F	School and cluster based in-service training				
G	Minor repairs				
H	Sports and culture				
I	Other (specify)				

**Support from Government**

	<b>C16</b>				<b>C17</b>	
A	Do you know the school's entitlement of capitation grant <b>per child</b> in 2013/14?	Yes =1 No = 2		If yes, Value (GH¢)	What will happen to the <b>expenditure list</b> below if capitation grant is abolished? <b>Current levels of [named expenditure] will:</b> increase = 1 remain same = 2 decline = 3	
B	Where did you first get the information on the capitation grant	1=newspaper 2=radio 3=DEO 4=other (specify)				
C	How often are you supposed to receive capitation grant per academic year?	No. of times per academic year				
D	Do you have a copy of the written guidelines on capitation grant available at	1=yes, 2=no				
					Enrollment drives	



	the school?			Provision of teaching and learning materials	
E	In 2012/13, did you receive all your capitation grants to cover your entire enrolment?	1=yes, 2=no >>skip to C.18 if Yes		Provision of school management (including T&T, stationary and sanitation)	
F	If no, how much did the school receive as share of total entitlement?	%		Community and school relations	
G	Did you inform anyone of the shortfall in receipt?	1=yes, No= 2,		Support to needy students	
H	Whom did you inform?	1=District Education Officer (DEO) 2=District Assembly (DA) 3=Regional Education Officer (REO) 4=School Management Committee (SMC) 5=Other (specify) MULTIPLE ANSWERS ALLOWED		School and cluster based in-service training	
				Minor repairs	
				Sports and culture levies	
				Other (specify)	
J	What action was taken to address the issue (s) reported?				

### C. 18 Administration of Capitation Grants

A	Did you submit capitation grant expenditure returns in 2012/13 academic year?	1=yes, 2=no>>>>D	
B	If yes, how many returns were submitted in 2012/13	Number	
C	When was the last returns submitted?	Month, year (mm, yy)>>>>E	
D	Why did you not submit Capitation Grant returns in 2012/13	1=Did not know reports have to be submitted, 2=Not required to submit, 3= No Capitation Grants received 4=Records missing, 5=Other (specify)	
E	In 2012/13, did the district carry out supervision and monitoring visits to the school to assess the following:		
	1. If the money was properly spent	1=yes, 2=no	
	2. Compliance with guidelines	1=yes, 2=no	
	3. Financial accountability	1=yes, 2=no	
F	Who made the visits to verify	1=DEO 2=District Assembly 3=District Inspector of Schools 4=Circuit Supervisor 5=REO 6=Ministry of Education 7=Other (specify)	MULTIPLE ANSWERS ALLOWED
	1. If the money was properly spent		
	2. Compliance with guidelines		
	3. Financial accountability		
G	Do you have this information readily available		
	1. capitation grant received	1=yes, 2=no	
	2. daily pupil attendance	1=yes, 2=no	
	3. additional charges (PTA fees etc.)	1=yes, 2=no	
	4. copy of school report to DEO	1=yes, 2=no	
H	If yes, where is the information displayed?	1=Visible in Head Teacher's office 2= Visible in other staff's office 3=Visible on notice boards outside staff offices 4=Other (specify)	MULTIPLE ANSWERS ALLOWED
	1. capitation grant received		
	2. daily attendance		
	3. additional charges (PTA fees, etc.)		
	4. copy of school report to DEO		
I	Frequency of displays	1=Termly 2= Quarterly 3=Semi annually 4=Annually	
	1. capitation grant received		
	2. daily pupil attendance		
	3. additional charges (PTA fees, etc.)		

4. copy of school report to DEO	5=Other (specify)	
---------------------------------	-------------------	--

#### SECTION D: PAYMENT OF OTHER LEVIES/FEES/CHARGES

D1: Total amount of levies/fees/charges received from parents/guardians during academic year 2013/2014 (Data should be obtained from the school records)			D2	D3 Do you receive charge/receive in-kind levies/fees in your school?									
Number	Item	Amount (GH¢)	What is the mode of payment of a [named] levy/charge/fee?  (Encircle the appropriate responses)										
			<table border="1"> <tr> <td>Once, directly to the teachers</td> <td>1</td> </tr> <tr> <td>Installments, directly to the teachers</td> <td>2</td> </tr> <tr> <td>Through money transfer to the teachers</td> <td>3</td> </tr> <tr> <td>Other (specify)</td> <td>4</td> </tr> </table>	Once, directly to the teachers	1	Installments, directly to the teachers	2	Through money transfer to the teachers	3	Other (specify)	4		
Once, directly to the teachers	1												
Installments, directly to the teachers	2												
Through money transfer to the teachers	3												
Other (specify)	4												
A	Tuition fees			Teaching & learning materials	01								
B	Extra Classes fees			Toilet roll	02								
C	PTA levies			Soap	03								
D	Maintenance fees			Water	04								
E	Capital development levy			Foodstuff	05								
F	Printing of exams questions			Other (specify)	06								
G	Excursions												
H	Sports												
I	Funeral												
J	Collection												
K	Other (specify)												

D4: Total amount of levies/fees/charges received from parents/guardians during academic year 2012/2013 (Data should be obtained from the school records)			D5	D6 Do you receive charge/receive in-kind levies/fees in your school?									
Number	Item	Amount (GH¢)	What is the mode of payment of a [named] levy/charge/fee?  (Encircle the appropriate responses)										
			<table border="1"> <tr> <td>Once, directly to the teachers</td> <td>1</td> </tr> <tr> <td>Installments, directly to the teachers</td> <td>2</td> </tr> <tr> <td>Through money transfer to the teachers</td> <td>3</td> </tr> <tr> <td>Other (specify)</td> <td>4</td> </tr> </table>	Once, directly to the teachers	1	Installments, directly to the teachers	2	Through money transfer to the teachers	3	Other (specify)	4		
Once, directly to the teachers	1												
Installments, directly to the teachers	2												
Through money transfer to the teachers	3												
Other (specify)	4												
A	Tuition fees			Teaching & learning materials	01								
B	Extra Classes fees			Toilet roll	02								
C	PTA levies			Soap	03								
D	Maintenance fees												

E	Capital development levy			Water	04
F	Printing of exams questions			Foodstuff	05
G	Excursions			Other (specify)	06
H	Sports				
I	Funeral				
J	Collection				
K	Other (specify)				

<p><b>D7</b> Is there any penalty for refusal of payment of such levies? (Encircle the appropriate response)</p> <table border="1"> <tr><td>None</td><td>01</td></tr> <tr><td>The child is sent home</td><td>02</td></tr> <tr><td>The child is beaten</td><td>03</td></tr> <tr><td>PTA/SMC reprimand parents</td><td>04</td></tr> <tr><td>Other (specify)</td><td>05</td></tr> </table>	None	01	The child is sent home	02	The child is beaten	03	PTA/SMC reprimand parents	04	Other (specify)	05	<p><b>D7</b> What are the main challenges involved in charging such levies/fees? (Encircle the appropriate response)</p> <table border="1"> <tr><td>Some parents are not able to pay</td><td>01</td></tr> <tr><td>Some parents can pay but consider it as illegal</td><td>02</td></tr> <tr><td>Need a consent from the District Education Office</td><td>03</td></tr> <tr><td>Had to ignore <b>the existing laws</b> to send children home</td><td>04</td></tr> <tr><td>Other (specify)</td><td>05</td></tr> </table>	Some parents are not able to pay	01	Some parents can pay but consider it as illegal	02	Need a consent from the District Education Office	03	Had to ignore <b>the existing laws</b> to send children home	04	Other (specify)	05	<p><b>D9</b> What has the school achieved from levies collected?</p> <table border="1"> <tr><td>Additional classrooms</td><td>01</td></tr> <tr><td>Additional non-classroom infrastructure</td><td>02</td></tr> <tr><td>Repairs and maintenance</td><td>03</td></tr> <tr><td>Purchase of furniture</td><td>04</td></tr> <tr><td>Other (specify)</td><td>05</td></tr> </table>	Additional classrooms	01	Additional non-classroom infrastructure	02	Repairs and maintenance	03	Purchase of furniture	04	Other (specify)	05
None	01																															
The child is sent home	02																															
The child is beaten	03																															
PTA/SMC reprimand parents	04																															
Other (specify)	05																															
Some parents are not able to pay	01																															
Some parents can pay but consider it as illegal	02																															
Need a consent from the District Education Office	03																															
Had to ignore <b>the existing laws</b> to send children home	04																															
Other (specify)	05																															
Additional classrooms	01																															
Additional non-classroom infrastructure	02																															
Repairs and maintenance	03																															
Purchase of furniture	04																															
Other (specify)	05																															

**SECTION E: OTHER INFORMATION**

Code	During the 2012/2013 academic year	E1 Did the school receive cash support from any of the following organizations  <i>Yes=1</i> <i>No=2</i> IF no, SKIP TO next organization	E2 Did the school receive in-kind support from any of the following organizations  <i>Yes=1</i> <i>No=2</i> IF no SKIP TO next organization	E3  What kind of support? (see codes below)	E4  Was there any repairs/rehabilitation carried out in the school by ..... Yes ....1 No.... 2	E5  Are there any extra curriculum programs provided by  Yes...1 No... 2	E6  Did the school receive any other equipment /furniture from. Yes 1 No...2	E7  Any other support?  Yes...1, Specify No.....2
A	District Assembly							
B	MP's Common Fund							
C	Community							
D	NGOs							
E	Religious org/ Churches							
F	Local Benefactors							
G	Ghanaians living abroad							
H	Others (specify)							

Codes for E2: Teaching & learning materials =1, Books = 2, Health services = 3, Labour services=4, Other (service) = 5

**E8.** Are there any known school age children in the catchment area not attending school?

Yes.....1 No.....2 >>>>E10

**E9.** If yes please rank the reasons for not attending school in order of importance (Choose three reasons and tick accordingly)

Reasons		RANK Most important = 1 Second important = 2 Third important =3
Code		1
a	Cannot afford payment for exercise books, school uniforms, and bags	
b	Transport and food for school too expensive	
c	School too far from place of residence	
d	The children's labour needed at home	
e	Marriage/pregnancy	
f	Lack of interests from parents for their children's education	
g	Parents incomes too low/unemployed	
h	Other (Specify)	

**E10.** What do you think has happened to the following during the last 10 Years? (Select one per item)

		Type of Change Improved = 1 Worsened =2 No Change =3 Don't Know=4
Code		1
A	State of repair of classrooms	
B	Classroom space per pupil	
C	Availability of school desks/tables/chairs	
D	Availability of school supplies (text books, chalks, etc.)	

**E11.** Which of these interventions do you think have the biggest impact on removing barriers to education?

School feeding = 1

Free school uniforms = 2

Free exercise books = 3

Capitation Grant = 4

### Basic Education Quality

E.12 What do you consider as quality education? (Encircle all that apply)		E.13 Would you say capitation grant has had any impact on any of the descriptions of quality education?  <i>Positive =1, Negative=2, No impact=3 (indicate this against a particular description)</i>
Good performance in the external examination	01	
Ability to read and write	02	
Availability of qualified teachers	03	
Availability of teaching and learning materials	04	
Manageable class sizes	05	
Availability of furniture	06	
Exhibition of good morals	07	
Other (specify)	08	

**E. 13.** Which of the following do you think the Government can do to best improve the quality of basic education?

*(read response and choose 3 in order of importance)*

Response		RANK
		Most important = 1 Second important = 2 Third important =3
Code		1
A	Increase the number of qualified teachers	
B	Improve relevance of curriculum	
C	Improve classroom conditions	
d	Reduce overcrowding in classrooms	
E	Increase teachers' pay	
F	Other (specify)	

### E14. Basic Education Access

Which of the following can best help more pupils to have access to basic education?

*(read responses and choose three in order of importance)*

Responses		RANK
		Most important = 1 Second important = 2 Third important =3
Code		1
A	Give more assistance (social intervention programmes) to needy students	
B	Build more schools	
C	Build more classrooms for existing schools	
D	Others, specify	

E.15 Organization and Supervision														
A	Is there a School Management Committee (SMC) associated with this school?	1=yes, 2=no	<b>E 16</b>  To what extent has the capitation grant affected supervision/record keeping/PTA or SMC meetings?  <table border="1"> <tr> <td><i>Very large extent</i></td> <td>01</td> </tr> <tr> <td><i>Large extent</i></td> <td>02</td> </tr> <tr> <td><i>Some effect</i></td> <td>03</td> </tr> <tr> <td><i>No effect at all</i></td> <td>04</td> </tr> <tr> <td><i>Other (specify)</i></td> <td>05</td> </tr> </table>		<i>Very large extent</i>	01	<i>Large extent</i>	02	<i>Some effect</i>	03	<i>No effect at all</i>	04	<i>Other (specify)</i>	05
<i>Very large extent</i>	01													
<i>Large extent</i>	02													
<i>Some effect</i>	03													
<i>No effect at all</i>	04													
<i>Other (specify)</i>	05													
B	Is there a Parent Teacher Association (PTA) associated with this school?	1=yes, 2=no												
C	Who is represented on the SMC?													
	1. District Assembly (DA)	1=yes, 2=no												
	2. DEO's office	1=yes, 2=no												
	3. Parents	1=yes, 2=no												
	4. PTA representative	1=yes, 2=no												
	5 Headteacher	1=yes, 2=no												
	6. Teachers	1=yes, 2=no												
	7. Other (specify) status	1=yes, 2=no												
D	Who is represented on the PTA?													
	1. Parents	1=yes, 2=no												
	2. Headteacher	1=yes, 2=no												
	3. Teachers	1=yes, 2=no												
	4. Other (specify)	1=yes, 2=no												
E	Number of SMC meetings in 2012/2013	Number												
F	Number of PTA meetings in 2012/2013	Number												

### E.17 School decision making

MULTIPLE ANSWERS ALLOWED					
A	Budget approved by	1=Head Teacher 2=Assist Head teacher			
B	Cheques signed by	3=SMC Chairman 4=PTA 5=Other (specify)			

## QUESTIONNAIRES USED FOR QUALITATIVE DATA COLLECTION

### 1. Focus Group Discussion's Guide for Parents in Selected Communities

#### A. QUALITY OF BASIC EDUCATION

##### 1. WHAT IS QUALITY OF EDUCATION

- i. What in your view is quality education?

*(PARTICIPATORY ASSESSMENT OF WEIGHT/VALUE OF EACH SUGGESTION)*

- ii. The majority of you seem to be of the opinion that quality in public schools is high. However, first results from our recent survey have shown a majority thinks the quality is low. Why could this be the case?

*(PROBE FOR RESPONDENTS TO SUPPORT ANSWER)*

- iii. In your opinion, how does the quality of public schools compare with the private schools? Overall, would you say that the quality of education in is better in (all, most, some or a few) PRIVATE BASIC SCHOOLS than the PUBLIC BASIC SCHOOLS? Are private schools better than public schools? Or vice versa? What makes you think so?

##### 2. ACCESS TO BASIC EDUCATION

- iv. In your personal experience, is Public basic school education completely free? If no, what is free and what requires a payment? *(PROBE FOR RESPONDENTS TO JUSTIFY ANSWER)*. Also note the fees/levies that they mention as being paid and PROBE.

- v. One of the things that normally prevent parents from enrolling and keeping children in school is the payment of fees. Why do you think you still have to pay levies in public schools?

- vi. What levies have you had to pay for your child(ren)/ward(s) in Basic School? *(NOTE FOR FACILITATOR: if it doesn't come out, probe explicitly for "writing exams": it was mentioned as one major reason for missing school and it is probably linked to cost of printing)*. What were you told was the justification for the levies that you pay?

- vii. Is the payment of these levies a reason that some parents in this community/district do not send their children to school?

- viii. In your view what other most pressing reason prevent some parents from sending their children to school?

#### B. AWARENESS AND IMPACT OF CAPITATION GRANT

##### 3. AWARENESS

*(Introduce the capitation grant concept and explain to participants)*

- i. What do you know about the capitation grant? What is the main objective of the capitation grant?

*(Moderator: First record the number of people who are aware of the capitation grant scheme/implementation. Also take note of the different contributions from those who are aware of the capitation grant and those not aware)*

**(Probe whether they are aware that it is meant to guarantee free universal access to basic education – take note of whether they also mention quality of teaching or infrastructural improvements, which are not objectives of the capitation grant but often mentioned by respondents)**

- ii. What were your expectations about the Capitation grant?

- iii. What would you say has been the impact of the introduction of the capitation grant on your household and other households in this community/district?

- iv. Consider the community as a whole; what changes in basic education will you attribute to the capitation grant? *(NOTE FOR THE FACILITATOR: probe for inclusiveness of education: are more children generally going to school? More poor children/girls/children with disabilities/other marginalized children? Are children going to school at the right time?)*



#### **4. PAYMENT OF LEVIES**

- v. What changes in the payment of levies have you observed since the introduction of capitation grant?
- vi. On average, how much do you pay in total towards levies per term/year? (Moderator: make sure it includes all aspects that may not be mentioned under levies, e.g. printing of exams, etc.)
- vii. How do you normally pay these levies? (MODE OF PAYMENT INCLUDING USE OF FARM PRODUCE, ANIMALS, AND OTHER MEANS)
- viii. What are some of the penalties for non-payment of levies? (Why do you pay if there are no penalties?)
- ix. Apart from the payment of PTA dues, what other ways do you assist public schools in this community? (HOW OFTEN?)
- x. Are you satisfied or not with the implementation of the capitation grant? (YES/NO: REASONS)

#### **C. MANAGEMENT AND PARTICIPATION IN SCHOOL MANAGEMENT**

##### **5. SCHOOL MANAGEMENT**

- i. Do you attend PTA meetings?

At the time; Most of the time; some of the time; once in a while; not at all

For those who attend, has the head-teacher ever discussed the capitation grant during any PTA meeting that you have attended? What are some of the issues discussed about the capitation grant at the last PTA meeting? What about any other time?

- ii. In what way as parents, are you involved in the management of schools?
- iii. Are you given adequate information on financial administration of schools?

##### **6. PARTICIPATION**

- iv. Does your head teacher discuss the capitation grant during PTA meetings? What are some of the issues discussed about the capitation grant at the last meeting?
- v. What were people's general reactions to the issues raised concerning the capitation grant in the last meeting it was discussed?
- vi. There are concerns of misapplication of the grant: some head teachers using the capitation grant for other things that are not accepted (PROBE but don't mention: farming activities, business, spending on DEOs' visits, etc.) and there are also concerns that some head teachers use the capitation grants for personal development (PROBE but don't mention: paying their fees for distance education programs, etc.) How pervasive are these goings-on?

#### **D. RELEVANT AND SUSTAINABILITY OF CAPITATION GRANT**

##### **7. SUSTAINABILITY**

- i. All things considered, do you expect that the capitation grant can be sustained? For those who believe the grant cannot be sustained, how much longer do you see the grant would last for and why do you think the grant will not continue beyond this period? For those who think it will last indefinitely, from what experiences do you base this expectation?
- ii. To what extent are you confident that the capitation grant scheme will **NOT** survive the next decade from 2014?

##### **8. RELEVANCE**

- iii. Some people think that the capitation grant should be abolished; do you share this view?  
Why?
- iv. Do you share the view of some people that abolishing the capitation grant will have positive effect on some specific expenditure items, such as provision of TLMs, minor repairs, sports and culture, etc.? (PROBE FOR ALL THAT APPLY)

- v. In your view what will be the effect on education today if the capitation grant is abolished? (*PARTICIPATORY ASSESSMENT OF WEIGHT/VALUE OF EACH SUGGESTION*)
- vi. If you do not want it abolished, what are the outcomes you foresee should the grant be abolished and why? If enrolment is not mentioned ask a direct question on how enrolment might be affected, if at all?
- vii. Some people think that the capitation grant has had a negative impact on some aspects of education and that abolishing the capitation grant will rather have positive effect on provision of TLMS, minor repairs, sports and culture, etc. (PROBE FOR ALL THAT APPLY). Do you share some of these views? Why?
- viii. What changes, if any, would you want to see introduced to make you comfortable with the Grant implementation?
- ix. How else can we ensure everybody's **ACCESS** and **PARTICIPATION** in basic education in Ghana?
- x. What will it take to stop public schools from charging levies of any kind in schools?

## **2. Focus Group Discussion's Guide for Teachers in Selected Communities**

### **A. IMPACT OF CAPITATION GRANT**

#### **1. ENROLMENT AND RETENTION**

- i. What do you know about the capitation grant?
- ii. Could you point to one or two concrete ways in which the capitation grant has impacted on children's education in your school/district (circuit)? (MODERATOR: PROBE FOR PERCENTAGE OF CHANGE)
- iii. Some people have said the Capitation grant has not improved participation in basic education. What in your view has been the impact, if any, of the capitation grant in PUBLIC BASIC SCHOOLS in this community in your view? (MODERATOR: PROBE FOR CHANGES IN ENROLMENT AND RETENTION FOR BOYS AND GIRLS SEPARATELY; *OTHER CHANGES IN INCLUSION – E.G. FOR CHILDREN WITH DISABILITIES, OTHER MARGINALIZED GROUPS. PROBE FOR CHANGES IN TIMELY ENROLMENT, I.E. KIDS ENTER SCHOOL AT THE RIGHT TIME*)
- iv. Besides increasing enrolment, what other things or areas will you say the capitation grant is helping to achieve?
- v. What still remain as barriers to child school enrolment in this community?
- vi. What are some of the ways that children's school enrolment can be increased in this area?

#### **2. QUALITY EDUCATION**

- i. Would you say that the introduction of the capitation grant has affected the quality of basic education positively or negatively? (COUNT AND PROBE FOR THE REASONS)
- ii. Some people think that the capitation grant has had a negative impact on performance in external examinations, children's ability to read in English, exhibition of good morals in schools, etc. For those of you who share this view, could you explain why you believe the quality of education has declined due to the capitation grant? (*NOTE FOR THE FACILITATOR: PLEASE MAKE SURE THEY COMMENT ON ISSUES SUCH AS:*
  - *TEACHER : PUPIL RATIO; AVAILABILITY OF TLMS; SCHOOL INFRASTRUCTURE; INCLUSIVENESS OF CHILDREN WITH DIFFERENT BACKGROUNDS AND NEEDS; INTRODUCTION OF DIFFERENT TEACHING METHODS; OTHER INITIATIVES WITH THE COMMUNITY*)
- iii. In what way has the capitation grant affected school supervision, and SMC and PTA activities?
- iv. What are the challenges of capitation grant implementation that schools encounter? How does this affect **teaching** AND **school management**?

#### **3. PARENTS STILL PAY LEVIES**

- i. From what other sources do schools get resources for running of schools in this community? (Probe for all the PTA, NGOs, District Assemblies, etc.).
- ii. Besides the normal PTA dues how else does the PTA bring resources to the school?
- iii. Do schools in this area (in particular your school) charge any special levies? What have these levies generally been used for? Why do you think these charges are still being levied in spite of schools receiving the capitation grant?
- iv. Are these levies still preventing some families to send their children to school, even with the capitation grant?
- v. What would it take to totally eliminate these special levies from schools? (MODERATOR: PROBE FOR SPECIAL LEVIES FOR "WRITING EXAMINATIONS", AS WAS MENTIONED BY PARENTS AS A COMMON REASON WHY CHILDREN ARE MISSING SCHOOL)
- vi. How would you assess the adequacy of the Capitation Grant for the specific objectives for which it was introduced? (i.e. Eliminate all costs associated with basic education to ensure universal access)
- vii. How would you assess the impact of the capitation grant on other aspects, such as:
  - Increase/decrease the quality of education

- Improve/worsening of the school infrastructure
  - Other (SPECIFY)
- vii. If it is considered sufficient, why do you think schools are still charging levies for some expenditure items? If it is considered inadequate, how much should it be set at per student to meet the desired objectives?

## **B. MANAGEMENT AND PARTICIPATION IN SCHOOL GOVERNANCE**

### **4. MANAGEMENT**

- i. What do you know about the rules governing the management and use of the capitation grant? How did you find out about these rules?
- ii. Are you aware of how much and when your school receives the capitation grant? Do you know how it is received?
- iii. In your view, is the school administering the capitation grant according to the stipulated guidelines? If there are some deviations, in what areas are the rules not being followed? What are the constraints to following these rules?
- iv. Some head-teachers do not follow the spending guidelines given them. Are the spending guidelines being followed?
- v. What modifications would you suggest for the spending guidelines in order that there is effectiveness and efficiency in spending?
- vi. Some people have complained about leakages along the transfer chain, from GES, through the DEO down to the beneficiary schools. What are your views regarding these concerns?
- vii. There are complains that the process for accessing the grant is too cumbersome. They complained that DEOs make it even more difficult so that they are eventually "consulted" and they receive some underhand payments for that. How aware are you of these goings-on? vii. What are some strategies that you have heard the DEOs adopt to delay the discharge or release of schools' capitation grant?
- viii. There are also concerns of misapplication of the grant: some head teachers using the capitation grants for other things that are not captured in the laid down rules for grant application (farming activities, business activities, spending on DEOs' visits) and others use the capitation money for personal development (paying their fees for distance education programs, etc.) How pervasive are these goings-on?
- ix. What sanctions are there for a head-teacher who misapplies the grant?

### **5. PARTICIPATION**

- x. Does your head teacher discuss the capitation grant during staff/PTA meetings? What are some of the issues discussed about the capitation grant at the last meeting? (DISCUSS FOR BOTH)
- xii. What were people's reactions to the issues raised concerning the expenditure of the capitation grant in the last meeting it was discussed?

## **C. SUSTAINABILITY OF CAPITATION GRANT SCHEME**

### **6. SUSTAINABILITY**

- i. All things considered, do you expect that the capitation grant should be sustained?
- ii. For those who believe the grant cannot be sustained, how much longer do you see the grant would last for and why do you think the grant will not continue beyond this period? What would you recommend as an alternative (more effective?) measure?
- iii. For those who think it will last indefinitely, from what experiences do you base this expectation?
- iv. To what extent are you confident that the capitation grant scheme will **NOT** survive the next decade from 2014 (How sustainable is the capitation grant scheme)?
- v. Some people think that the capitation grant should be abolished; do you share this view?  
Why?

vi. Do you share the view of some people that abolishing the capitation grant will have positive effects on some specific expenditure items, such as provision of TLMS, minor repairs, sports and culture, etc.? (PROBE FOR ALL THAT APPLY) WHY?

vii. In your view what will be the effect on education today if the capitation grant is abolished? (*PARTICIPATORY ASSESSMENT OF WEIGHT/VALUE OF EACH SUGGESTION*)

#### **D. IMPROVING QUALITY AND ACCESS OF EDUCATION**

##### **7. QUALITY OF EDUCATION**

i. How would you rate the quality of education in this district compared to other districts in this region; and in the region compared to other regions in the country?

(ESTABLISH BASES OF ASSESSMENT)

ii. If schools are better than some/most in the region, what accounts for the above average performance of the schools? If they are performing poorly, what is the reason for the below average performance?

iii. Many people say the quality of education is generally low compared to previous years before capitation, do you share this view?

(PROBE FOR RESPONDENT TO SUPPORT ANSWER)

iv. Can you point to a time when the quality of education assumed a definite decline?

(ALLOW FOR SOME DEBATE/ARGUMENT UNTIL THERE IS A CONSENSUS WHICH CAN BE REACHED BY VOTING; BUT MUST BE ESTABLISHED)

What can you point at as the cause/reason for the decline?

v. How can we increase the quality of basic education?

##### **8. ACCESS TO EDUCATION**

vi. How else can we increase every child's access to basic education in Ghana?

*MODERATOR: MAKE SURE THAT THEY ALSO DISCUSS OBSTACLES FOR POOR PEOPLE, CHILDREN WITH DISABILITIES, GIRLS, AND OTHER MARGINALIZED GROUPS. DISCUSS ALSO THE ISSUE OF TIMELY ACCESS (KIDS ENTERING SCHOOL AT THE RIGHT AGE) AND RETENTION*

vii. What will it take to stop public schools from charging levies of any kind in schools?

viii. How much should the grant be to cover this?

### **3. In-depth Interview Guide:**

#### **Respondent: Head Teachers or Assistant Head Teacher**

##### **A. Background of Respondents**

Location of interview: .....

Region: .....

District.....

Name of Respondent:.....

Position of Respondent: .....

Highest education level attained: .....

Contact number: .....

**There needs to be an introduction to both explain the reason for interviewing them and also reassuring them on anonymity.**

##### **B. ACCESSING CAPITATION GRANT - PROCEDURES AND CHALLENGES**

- i. What are the procedures for accessing the capitation grant? How long does this normally take?
- ii. Are you able to complete the process without assistance from any person at the District Administration? What are the challenges inherent in these procedures?
- iii. Would you say that the process for accessing the grant is straightforward, or cumbersome?
  - If the process is considered straightforward, why do you think some head-teachers find it cumbersome?
  - If the process is considered cumbersome, what makes the process cumbersome?
- iv. How does the process of accessing the grant affect school management and the work of teachers?
- v. Some head-teachers complain that some DEOs make it needlessly difficult to access the grant. Is this your experience? If so, why do you think the DEOs deliberately complicate or prolong the process?
- vi. Have you had to tip, pay allowance, or compensate any official to help you process the claim for capitation grant? How much have you had to pay on average (or the last time you accessed the capitation grant) and to whom did you make the payments?
- vii. What are some of the ways you know of or have heard the DEOs adopt to delay the discharge or release of schools' capitation grant?
- viii. What do you do when you notice such indications?
- ix. What must be done to minimize this?

##### **C. GUIDELINES AND APPLICATION OF CAPITATION GRANT**

- i. How will you rate the capitation guidelines as a directive for the expenditure of the fund?  
Very Good [ ] Good [ ] Average [ ] Weak [ ]
- ii. Are the spending guidelines being followed? What challenges do you have following the guidelines closely?
- iii. What modifications would you suggest for the spending guidelines in order that there is effectiveness and efficiency in spending?
- iv. What proportion of head-teachers do you believe misapply the grant? Do you believe misapplication of the grant is necessary or avoidable? (How?)
- v. What sanctions are there for a head-teacher who misapplies the grant?

##### **D. RELEASE OF CAPITATION GRANT - DELAYS**

- i. How will you describe the release of funds for capitation to the schools?  
Always timely [ ] Sometimes timely [ ] Usually late [ ] Always late [ ] Never been received [ ]

- ii. What period of the academic year does the district usually release funds to the schools?
- iii. Are these delays from the timing of the release or the procedures for accessing the funds? If the release is delayed: What are the main causes of the delay in releasing capitation to the schools?
- iv. If the delay is from the accessing -- What are the main causes for the delay in your accessing the grant?
- v. If there is a delay what do you usually do in the interim to implement some of the things that the grant is meant for?
- vi. If source is pupils, do you refund after receiving grant?
- vii. What is the cost of delay? (MODERATOR: PROBE FOR MONETARY COST, TEACHING IN TERMS OF WHAT IS BEING LOST, NO TLMS, ETC.)

#### **E. RELEASE OF CAPITATION GRANT - UNDERPAYMENT AND LEAKAGES**

- i. Do you usually know how much you are expected to get as capitation grant in the term/year? (MODERATOR: THE ANSWER CAN NEVER JUST BE YES/NO; PROBE FURTHER FOR WHY IF "NO" AND HOW IF "YES")
- ii. What is the gap between what you normally get in a year and what is expected (% of the total expected that you receive)?
- iii. Do you know if other schools also get the same, less or more than this proportion of their funds?
- iv. To what extent do schools get the exact amount due them according to the computational formula for the grant? (All, Some, None or don't know)
- v. What do you think are the main reasons for the under-payment of the capitation grant to some schools?
- vi. If some schools get what is commensurate with what they require or with their population, what do you think account for that?
- vii. Considering the amount of the release and what you finally take to implement your activities, what is the amount of the leakage along the transfer chain - from GES, through the DEO down to the school (%)?
- viii. What in your view can be done to eliminate or minimize the leakages along the transfer chain,.

#### **F. RELEASE OF CAPITATION GRANT - MANAGEMENT**

- i. Do you discuss the capitation grant during staff/PTA meetings? What are some of the issues discussed about the capitation grant at the last meeting? (DISCUSS FOR BOTH)
- ii. Have you ever had to use the capitation grant for some activities/expenditures that are not on the list for which the capitation grant was set up? What are some of these activities or expenditures? Why did you use the funds for these items?
- iii. Has this misapplication ever been flagged in an audit?
- iv. Does the GES or district conduct an audit (assessment) on the use of the Capitation Grant?
- v. There are concerns of misapplication of the grant: some head-teachers using the capitation grants for other things that are not captured in the guidelines for grant application (PROBE but don't mention: farming activities, business, spending on DEOs' visits, etc.) and some head teachers using the capitation grants for personal development (PROBE but don't mention: paying their fees for distance education programs, etc.) How pervasive are these goings-on?

#### **G. IMPACT OF CAPITATION GRANT - QUALITY EDUCATION**

- i. In that ways has the capitation grant had a POSITIVE OR NEGATIVE effect on THE QUALITY OF EDUCATION TODAY? (MODERATOR: PROBE FOR A LIST AND EXPLANATION OF AT LEAST 3/5 AREAS)
- ii. Some people are of the view that the capitation grant has had a negative impact on various aspects of children's education. What would you say has been the effect of the capitation grant on the following: performance in external examinations, children's ability to read in English, exhibition of good morals in schools, etc. (MODERATOR: PROBE FOR HOW? ALSO REMEMBER TO *MAKE SURE THEY COMMENT ON ISSUES SUCH AS:*

- *TEACHER : PUPIL RATIO; AVAILABILITY OF TLMS; SCHOOL INFRASTRUCTURE; INCLUSIVENESS OF CHILDREN WITH DIFFERENT BACKGROUNDS AND NEEDS; INTRODUCTION OF DIFFERENT TEACHING METHODS; OTHER INITIATIVES WITH THE COMMUNITY)*

iii. In what way has the capitation grant affected school supervision, SMC and PTA activities? (MODERATOR: PROBE FOR HOW)

## **H. OTHER SOURCES OF FUNDS**

- i. What are some of the other sources from which schools get resources for the running of schools? (Probe for all the PTA, NGOs, District Assemblies, etc.).
- ii. Besides the normal PTA dues how else does the PTA bring resources to the school?
- iii. Do you find it necessary to impose some levies for school administration, etc.? What are the levies used for?
- iv. Why do schools you know of charge levies while receiving capitation grant every term/year, and assistance from PTA, NGOs, etc.? *(MODERATOR: PROBE FOR SPECIAL LEVIES FOR "WRITING EXAMS", THIS WAS MENTIONED BY PARENTS AS A COMMON REASON WHY CHILDREN ARE MISSING SCHOOL)*

## **I. SUSTAINABILITY OF CAPITATION GRANT SCHEME**

- i. How sustainable is the capitation grant scheme?
- ii. Some people think that the capitation grant should be abolished; do you share this view?  
Why?
- iii. Why do some people think that abolishing the capitation grant will have positive effects on provision of TLMs, minor repairs, sports and culture, etc.? (PROBE FOR ALL THAT APPLY)

## **J. IMPROVING ACCESS TO AND QUALITY OF EDUCATION**

- i. Many people say the quality of education is low, do you share this view?  
(PROBE FOR RESPONDENT TO SUPPORT ANSWER)
- ii. How can we increase the quality of basic education?
- iii. How else can we increase every child's access to basic education in Ghana?  
*(MODERATOR: MAKE SURE THAT THEY ALSO DISCUSS OBSTACLES FOR POOR PEOPLE, CHILDREN WITH DISABILITIES, GIRLS, AND OTHER MARGINALIZED GROUP. DISCUSS ALSO THE ISSUE OF TIMELY ACCESS (KIDS ENTERING SCHOOL AT THE RIGHT AGE) AND RETENTION)*
- iv. What will it take to stop public schools from charging levies of any kind in schools?  
*(MODERATOR: PROBE FOR SPECIAL LEVIES FOR "WRITING EXAMS")*
- v. How much should the grant be to cover this?



#### **4. In-depth Interview Guide**

##### **Respondent(s): District Education Office**

##### **RESPONDENT PLAN 1:**

District Director -Assistant Director (Supervision) - Circuit Supervisor

##### **RESPONDENT PLAN 2:**

District Director -Assistant Director (Supervision)

##### **RESPONDENT PLAN 3:**

Assistant Director (Supervision) - Circuit Supervisor

##### **RESPONDENT PLAN 4:**

At least the District Director or the Assistant Director (Supervision)

#### **A. BACKGROUND OF RESPONDENTS**

Location of interview: .....

Region: ..... District .....

Name of Respondent:.....

Position of Respondent: .....

Highest education level attained: .....

Contact number: .....

#### **B. ACCESSING CAPITATION GRANT - PROCEDURES AND CHALLENGES**

- i. How does the district receive the capitation grant for the schools?
- ii. What are the procedures that you go through to access/receive the capitation grant? In other words, what do you have to do to receive the grant? How long does this process normally take?
- iii. What are the procedures that schools/head-teachers have to go through to access the capitation grant? How long do you expect it to take for a head-teacher to complete the process to access their money?
- iv. What challenges are inherent in these procedures?
- v. Would you say that the process for accessing the grant is straightforward, or cumbersome?
  - If the process is considered straightforward, why do you think some head-teachers find that it is cumbersome?
  - If the process is considered cumbersome, what makes the process cumbersome?
- vi. In your view, what are the potential negative effects of the process of accessing the grant on **school management** and the **work of teachers**?
- vii. Some DEOs complain that some head-teachers are usually unable to process the capitation grant forms on time for the money. Is this your experience? If so, why do you think some head-teachers are not able to complete the process on time?
- viii. Are you aware of complains by some head teachers that some officers make the process difficult to access the grant? If so, why do you think some DEOs in other districts deliberately prolong the process?
- ix. What are some of the ways you know of or have heard some DEOs adopt to delay the discharge or release of schools' capitation grant?
- x. What must be done to minimize this?

#### **C. GUIDELINES AND APPLICATION OF CAPITATION GRANT**

- i. How will you rate the capitation guidelines as a directive for the expenditure of the fund?

Very Good [ ] Good [ ] Average [ ] Weak [ ]

- ii. Are the spending guidelines being followed? What are the challenges most head-teachers have following the guidelines closely?
- iii. What modifications would you suggest for the spending guidelines in order that there is effectiveness and efficiency in spending?
- iv. What proportion of head-teachers do you believe misapply the grant? Do you believe misapplication of the grant is necessary or avoidable? (How?)
  - v. What sanctions are there for a head-teacher who misapplies the grant?
- vi. Since the introduction of the capitation grant about what percentage of head-teachers have you sanctioned for misapplication of the grant?
- vii. What was the commonest reason for the sanctioning?

#### **D. RELEASE OF CAPITATION GRANT - DELAYS**

- i. How will you describe the release of funds for capitation to the schools?  
Always timely [ ] Sometimes timely [ ] Usually late [ ] Always late [ ]
- ii. What period of the academic year does the district normally release funds to the schools?
- iii. Are the delays from the timing of the receipt of the grant from ABOVE or the procedures for approving the schools reports? If the delay is from the procedures -- What are the main causes?

#### **E. RELEASE OF CAPITATION GRANT - UNDERPAYMENT AND LEAKAGES**

- i. For your district, do you always know how much you are expected to get as capitation grant in the term/year? Do you normally get all what you have requested for?
- ii. What is the gap between what you normally get in a year and what is expected (% of the total expected that you receive)?
- iii. Do you know if other districts also get the same, less or more than this proportion of their funds?
- iv. To what extent do districts get the exact amount due them according to the computational formula for the grant? (All, Some, None or don't know)
- v. What do you think are the main reasons for the under-payment of the capitation grant to some schools?
- vi. Considering the amount of the release and what you finally receive, what is the amount of the leakages along the transfer chain -- from GES, through the Regional Directorate: What in your view can be done to eliminate or minimize the leakages along the transfer chain?
- vii. Head-teachers complain that they never get all what they normally request for per their requirements and the forms they fill out. What accounts for this? What are some of the areas you look out for that lead to the reduction in what is submitted and what is eventually sent to the schools?

#### **F. RELEASE OF CAPITATION GRANT - MANAGEMENT**

- i. Does the GES or district conduct audit (assessment) on the use of the Capitation Grant? How often? How many times are you expected to do this audit?
- ii. There are concerns of misapplication of the grant: some head-teachers using the capitation grants for other things that are not captured in the guidelines for grant application (PROBE but don't mention: farming activities, business, spending on DEOs' visits, etc.) and some head-teachers using the capitation grants for personal development (PROBE but don't mention: paying their fees for distance education programmes, etc.) How pervasive are these goings-ons in this district/region? Is this common with rural/village or urban schools?

#### **G. IMPACT OF CAPITATION GRANT - QUALITY EDUCATION**

- i. In your view, what three things or aspects of education will you say the capitation grant has impacted positively on? Explain with examples. etc. (MODERATOR: PROBE FOR HOW? ALSO REMEMBER TO MAKE SURE THEY COMMENT ON ISSUES SUCH AS:

- *TEACHER : PUPIL RATIO; AVAILABILITY OF TLMS; SCHOOL INFRASTRUCTURE; INCLUSIVENESS OF CHILDREN WITH DIFFERENT BACKGROUNDS AND NEEDS; INTRODUCTION OF DIFFERENT TEACHING METHODS; OTHER INITIATIVES WITH THE COMMUNITY)*
- ii. In your view, what three things or aspects of education will you say the capitation grant has impacted negatively on? Explain with examples. etc. (MODERATOR: PROBE FOR HOW? ALSO REMEMBER TO MAKE SURE THEY COMMENT ON ISSUES SUCH AS:
  - *TEACHER : PUPIL RATIO; AVAILABILITY OF TLMS; SCHOOL INFRASTRUCTURE; INCLUSIVENESS OF CHILDREN WITH DIFFERENT BACKGROUNDS AND NEEDS; INTRODUCTION OF DIFFERENT TEACHING METHODS; OTHER INITIATIVES WITH THE COMMUNITY)*
- iii. Some people are of the view that the capitation grant has had a negative impact on various aspects of children's education; especially on performance in external examinations, children's ability to read in English, exhibition of good morals in schools, etc. Do you share this view? Can explain this?
- iv. In what ways has the capitation grant had a positive effect on school supervision, SMC and PTA activities?
- v. In what ways has the capitation grant had a negative effect on school supervision, SMC and PTA activities?

#### **H. SPECIAL LEVIES AND FEES**

- i. What are some of the other sources from which schools get resources for running of schools? (Probe for Levies, PTA, NGOs, District Assemblies, etc.).
- ii. Why do schools still charge levies in this district? (PROBE FOR 3/5 reasons)
  - What are the items that schools still charge levies for?
  - Are all the levies charged approved by GES/DEO?
  - Why do schools charge special levies for examinations?

*(MODERATOR: PROBE FOR SPECIAL LEVIES FOR "WRITING EXAMS", THIS WAS MENTIONED BY PARENTS AS A COMMON REASON WHY CHILDREN ARE MISSING SCHOOL)*

#### **I. ABOLISH CAPITATION GRANT**

- i. How sustainable is the capitation grant scheme?
- ii. Some people think that the capitation grant should be abolished; do you share this view? Why?
- iii. Why do some people think that abolishing the capitation grant will have positive effects on provision of TLMS, minor repairs, sports and culture, etc.? (PROBE FOR ALL THAT APPLY)

#### **J. IMPROVING ACCESS TO AND QUALITY OF EDUCATION**

- i. Many people say the quality of education is low, do you share this view? (PROBE FOR RESPONDENT TO SUPPORT ANSWER)
- ii. How can we increase the quality of basic education?
- iii. How else can we increase every child's access to basic education in Ghana?
 

*(MODERATOR: MAKE SURE THAT THEY ALSO DISCUSS OBSTACLES FOR POOR PEOPLE, CHILDREN WITH DISABILITIES, GIRLS, AND OTHER MARGINALIZED GROUP. DISCUSS ALSO THE ISSUE OF TIMELY ACCESS (KIDS ENTERING SCHOOL AT THE RIGHT AGE) AND RETENTION*

## **5. In-depth Interview Guide**

### **CIVIL SOCIETY ORGANISATION/NGO**

**RESPONDENT: Director/Person in-charge of advocacy or programmes**

#### **A. BACKGROUND OF RESPONDENTS**

Location of interview: .....

Region: .....

District: .....

Organisation: .....

Name of Respondent: .....

Position of Respondent: .....

Highest education level attained: .....

Contact number/email: .....

#### **B. MONITORING THE SCHOOL CAPITATION GRANT**

i. What do you know about the implementation of the school capitation grant?

ii. In what way does your organisation monitor the capitation grant?

(PROBE FOR WHAT THEY MONITOR: TO ENSURE THAT MONEY IS SPENT WELL, GUIDELINES ARE FOLLOWED AND TO ENSURE FINANCIAL ACCOUNTABILITY)

iii. Has your organisation done any work; advocacy, research, etc. related to the capitation grant?

Can you share this work with us if you don't mind? (FACILITATOR: EITHER GET A MATERIAL DOCUMENT OR KEY HIGHLIGHTS OF WORK)

iv. What challenges do you have monitoring the capitation grant?

v. Are the School Management Committees and PTAs functioning? What challenges do they have in monitoring the spending of the capitation grant?

#### **C. ACCESSING THE SCHOOL CAPITATION GRANT**

i. Would you say that the process that head-teachers have to follow to access the grant is straightforward, or cumbersome?

- If the process is considered straightforward, why do you think some head-teachers find that it is cumbersome?
- If the process is considered cumbersome, what makes the process cumbersome?

ii. In your view, what are the potential negative effects of the process of accessing the grant on **school management** and the **work of teachers**?

iii. Are you aware of complains by some head-teachers that some officers make the process difficult to access the grant? If so, why do you think some DEOs in some districts deliberately prolong the process?

iv. What must be done to minimize this?

#### **D. GUIDELINES AND APPLICATION OF CAPITATION GRANT**

- i. How will you rate the capitation guidelines as a directive for the expenditure of the fund?
- ii. Very Good [ ] Good [ ] Average [ ] Weak [ ] (HOW?)
- iii. Are the spending guidelines being followed? What are the challenges most head-teachers have following the guidelines closely?
- iv. What modifications would you suggest for the spending guidelines in order that there is effectiveness and efficiency in spending?
- v. There are concerns of misapplication of the grant: some head-teachers using the capitation grants for other things that are not captured in the guidelines for grant application and some head-teachers using the capitation grants for personal development. How pervasive are these

goings-on in this district/region? In your view is this common with rural/village or urban schools?

- vi. Does the GES or districts conduct audit (assessment) on the use of the Capitation Grant? How often?
- vii. What sanctions are there for a head-teacher who misapplies the grant?
- viii. Since the introduction of the capitation grant about what percentage of head-teachers in this district/region have you head sanctioned for misapplication of the grant?
- ix. What is the commonest reason for the sanctioning?

#### **E. RELEASE OF CAPITATION GRANT - UNDERPAYMENT AND LEAKAGES**

- i. To what extent do schools get the amount due them according to the computational formula for the grant? (All, Some, None or don't know)
- ii. Head teachers complain that they never get all what they normally request for per the requirements and the forms they fill out. What in your independent view account for this?
- iii. What do you think are the main reasons for the under-payment of the capitation grant to some schools?
- iv. In your view what is the amount of leakage along the transfer chain -- from District to schools (%): What in your view can be done to eliminate or minimize the leakages along the chain?

#### **F. IMPACT OF CAPITATION GRANT - QUALITY EDUCATION**

i. In your view, what three things or aspects of education will you say the capitation grant has impacted positively on? Explain with examples. etc. (MODERATOR: PROBE FOR HOW? ALSO REMEMBER TO MAKE SURE THEY COMMENT ON ISSUES SUCH AS:

- *TEACHER : PUPIL RATIO; AVAILABILITY OF TLMS; SCHOOL INFRASTRUCTURE; INCLUSIVENESS OF CHILDREN WITH DIFFERENT BACKGROUNDS AND NEEDS; INTRODUCTION OF DIFFERENT TEACHING METHODS; OTHER INITIATIVES WITH THE COMMUNITY)*

ii. In your view, what three things or aspects of education will you say the capitation grant has impacted negatively on? Explain with examples. etc. (MODERATOR: PROBE FOR HOW? ALSO REMEMBER TO MAKE SURE THEY COMMENT ON ISSUES SUCH AS:

- *TEACHER : PUPIL RATIO; AVAILABILITY OF TLMS; SCHOOL INFRASTRUCTURE; INCLUSIVENESS OF CHILDREN WITH DIFFERENT BACKGROUNDS AND NEEDS; INTRODUCTION OF DIFFERENT TEACHING METHODS; OTHER INITIATIVES WITH THE COMMUNITY)*

iii. Some people are of the view that the capitation grant has had a negative impact on various aspects of children's education; especially on performance in external examination, children's ability to read in English, exhibition of good morals in schools, etc. Do you share this view? What do you think can explain this?

iv. In what ways has the capitation grant had a positive effect on school supervision, SMC and PTA activities?

v. In what ways has the capitation grant had a negative effect on school supervision, SMC and PTA activities?

#### **G. SPECIAL LEVIES AND FEES**

i. Why do schools still charge levies notwithstanding the capitation grant? (PROBE FOR 3/5 reasons)

ii. What are some of the items that schools still charge levies for? (MODERATOR: PROBE FOR SPECIAL LEVIES FOR "WRITING EXAMS", THIS WAS MENTIONED BY PARENTS AS A COMMON REASON WHY CHILDREN ARE MISSING SCHOOL)

#### **H. ABOLISH CAPITATION GRANT**

i. How sustainable is the capitation grant scheme?

- ii. Some people think that the capitation grant should be abolished; do you share this view? Why?
- iii. Why do some people think that abolishing the capitation grant will have positive effect on provision of TLMS, minor repairs, sports and culture, etc.? (PROBE FOR ALL THAT APPLY)

**I. IMPROVING ACCESS TO AND QUALITY OF EDUCATION**

- i. Many people say the quality of education is low, do you share this view?  
(PROBE FOR RESPONDENT TO SUPPORT ANSWER)
- ii. How can we increase the quality of basic education?
- iii. How else can we increase every child's access to basic education in Ghana?

*(MODERATOR: MAKE SURE THAT THEY ALSO DISCUSS OBSTACLES FOR POOR PEOPLE, CHILDREN WITH DISABILITIES, GIRLS, AND OTHER MARGINALIZED GROUP. DISCUSS ALSO THE ISSUE OF TIMELY ACCESS (KIDS ENTERING SCHOOL AT THE RIGHT AGE) AND RETENTION*

**(ANYTHING INTERESTING ABOUT THE CAPITATION GRANT THAT WE HAVE NOT DISCUSSED?)**

**THANK YOU**

**Respondent should be guided to fill the form attached after the interview**

**1. Which of these interventions do you think have the biggest impact on removing barriers to education?**

School feeding = 1  
 Free school uniforms = 2  
 Free exercise books = 3  
 Capitation Gran t = 4

**2. Which of the following do you think the Government can do to best improve the quality of basic education?**  
*(Read response and choose 3 in order of importance)*

Response		RANK
		Most important = 1 Second important = 2 Third important =3
		1
A	Increase the number of qualified teachers	
B	Improve relevance of curriculum	
C	Improve classroom conditions	
d	Reduce overcrowding in classrooms	
E	Increase teachers' pay	
F	Other (specify)	

**3. Basic Education Access**

Which of the following can best help more pupils to have access to basic education?

*(Read responses and choose three in order of importance)*

Responses		RANK
		Most important = 1 Second important = 2 Third important =3
Code		1
A	Give more assistance (social intervention programmes) to needy students	
B	Build more schools	
C	Build more classrooms for existing schools	
D	Others, specify	

## GLOSSARY

**Basic School Level:** This includes Kindergarten, Primary School and Junior High School (JHS).

**Deprived District:** The criteria for classifying deprived districts uses the poverty index (share of population below the poverty line) as well as selected education indicators, derived from the administration of the Ghana Partnership for Education Grant (GPEG). The education indicators are:

- retention in primary education (enrolment in P6/enrolment in P1 based on all schools),
- retention in the basic cycle (enrolment in JHS3/enrolment in P1 based on all schools),
- share of girls enrolled in P6 (all schools),
- share of girls enrolled in JHS3 (all schools),
- pass rate in BECE English, and
- share of trained teachers in the public primary schools.

**Gross enrolment ratio:** Number of pupils or students enrolled in a given level of education, regardless of age, expressed as a percentage of the official school-age population corresponding to the same level of education. For the tertiary level, the population used is the 5-year age group starting from the official secondary school graduation age.

**Net enrolment rate:** Total number of pupils or students in the theoretical age group for a given level of education enrolled in that level, expressed as a percentage of the total population in that age group.

**Out-of-school children:** Children in the official primary school age range who are not enrolled in either primary or secondary schools.

**Parent Teacher Association:** Non-profit entity that consists of learners' parents (or their legal guardians), teachers and other administrative school staff. The aim of a PTA is usually to promote participation of parents (or guardians) in school-level decision making and sponsor or facilitate fundraising initiatives for supplemental educational materials.

**Pupil-school-year expenditure:** Resources spent to maintain a pupil in school for one academic year.

**Pupil-Teacher Ratio:** The average number of pupils per teacher at a given level of education, based on headcounts of both pupils and teachers (regardless of their teaching assignment).

**School-age population:** Population of the age group theoretically corresponding to a given level of education as indicated by theoretical entrance age and duration.



