



***Citizens' Assessment of the School
Capitation Grant Policy***

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Outline

- ▶ Background
- ▶ Study Objectives
- ▶ Methodology
- ▶ Findings
- ▶ Recommendations

School Capitation Grant (CG) Implementation Progress

- ▶ One of the impediments to achieving universal participation in basic education has been seen as the number of levies and fees charged at the school level.
- ▶ CG piloted in 2004 and scaled up in 2005 nationwide
- ▶ Mechanism 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*

Use of the capitation grant

- ▶ The policy guidelines indicate 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
 - Minor Repairs
- ▶ Over the years, several concerns have been raised about; increasing enrolment levels and the effect on infrastructure, personnel, and teaching material (World Bank, 2011).

Objectives of Study

Study seeks to answer the question:

▶ Is the CG policy achieving its goal of increasing access to and participation in education at the basic level, from the perspective of the people?

Specific objectives

▶ Has the CG eliminated the payment of special levies, fees and charges in public basic schools?

▶ Has the CG improved enrolment and attendance in public basic schools?

Methodology

- ▶ Multi-stage sampling design; drawing 160 EAs in the first stage based on the list of EAs from the PHC 2010.
- ▶ Drawing 2400 households in the second stage; ensuring that there are sufficient sampling units for meaningful inferences about the population, at the regional and national levels within a margin of error of plus or minus 2.5%.
- ▶ Nationally representative sample survey of 2,245 households
- ▶ A household questionnaire covering a wide range of topics; education, economic activity, child school attendance and survival questions, and payment of school levies and knowledge of school capitation grant, was administered
- ▶ 440 schools were involved (schools serving the sampled EAs)

- ▶ 20 Community-based FGDs (2 districts in each region; average of 15 members per group)
- ▶ 10 FGDs with Teachers only (1 district in each region; average of 10 members per group).
- ▶ 10 In-depth Interviews with Heads of selected basic schools in 10 of the districts visited.
- ▶ 10 In-depth Interviews with directors of education (+ supporting officers) in the district where a head teacher was interviewed
- ▶ 11/20 districts for qualitative component were deprived districts
- ▶ 1 NGO/CSO in each region

Key findings

1. Impact on the payment of school fees and levies

There is no evidence of tuition fees being charged in public basic schools.

However, evidence of a number of levies still exist:

- ▶ Examination fees,
- ▶ Extra-classes
- ▶ PTA levies
- ▶ Collection
- ▶ Sports and culture,
- ▶ Computer (ICT) fees,
- ▶ Capital development levies
- ▶ Utility bills (water and electricity)

Sources of levies

Two sources of these levies:

1. School-sponsored:

All school-sponsored levies require approval from the district education office (DEO)

- ▶ Sports and culture,
- ▶ Computer (ICT) fees
- ▶ Capital development levies

2. PTA-sponsored levies:

Require approval/notification of DEO

- ▶ Examination fees
- ▶ Extra-classes
- ▶ PTA levies
- ▶ Collection
- ▶ Capital development levies

Figure 1: Percentage of schools that charged various levies - deprived and non-deprived (2013/14)

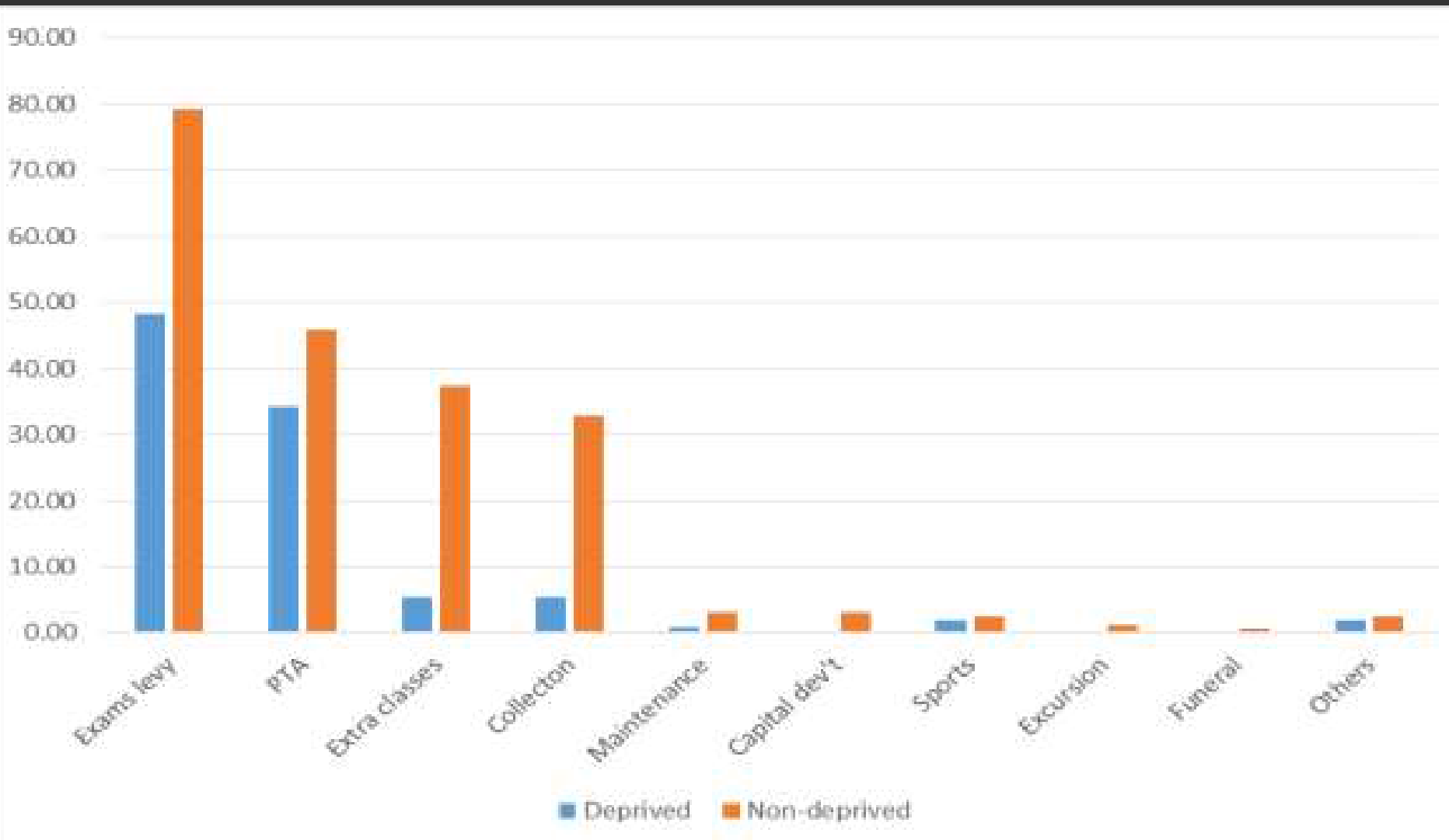


Table 1: Proportion of schools that charged levies by deprived and non-deprived districts (2012/13)

<u>Deprived districts</u>									
Region	Exams levy	PTA	Extra classes	Collect'n	Maint.	Capi. dev't	Excurs	Sports	Fun
Western	85.7	42.9	57.1	71.4	0.0	0.0	14.3	0.0	0.0
Volta	100.0	71.4	14.3	14.3	0.0	0.0	0.0	0.0	0.0
Eastern	87.5	62.5	0.0	12.5	0.0	0.0	0.0	0.0	0.0
Ashanti	87.5	12.5	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Brong Ahafo	47.1	29.4	11.8	11.8	0.0	0.0	0.0	0.0	0.0
Northern	5.9	35.3	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Upper east	30.0	25.0	5.0	0.0	5.0	0.0	0.0	0.0	0.0
Upper west	56.7	43.3	0.0	0.0	0.0	0.0	0.0	6.7	0.0
Total	51.8	37.7	7.0	7.9	0.88	0.0	0.9	1.8	0.0
<u>Non-deprived districts</u>									
Western	80.8	50.0	44.2	71.2	3.9	7.7	1.9	3.9	1.9
Central	68.4	31.6	28.1	52.6	3.5	0.0	7.0	0.0	1.8
Greater Accra	78.3	30.4	17.4	43.5	4.4	0.0	0.0	4.4	0.0
Volta	87.5	68.8	22.9	14.6	4.2	0.0	4.2	2.1	0.0
Eastern	68.0	48.0	24.0	8.0	0.0	12.0	0.0	4.0	0.0
Ashanti	81.0	53.0	61.0	20.0	5.0	2.0	7.0	2.0	1.0
Brong Ahafo	81.8	63.6	9.1	18.2	0.0	9.1	9.1	0.0	0.0
Upper east	100.0	33.3	33.3	0.0	0.0	0.0	0.0	0.0	0.0
Upper west	75.0	87.5	0.0	0.0	12.5	0.0	0.0	12.5	0.0
Total	78.6	50.2	37.6	33.0	4.0	3.1	4.6	2.5	0.9

Figure 2: Average per capita amount paid as levies in public Primary by region (GHC) for the 2013/2014 academic year

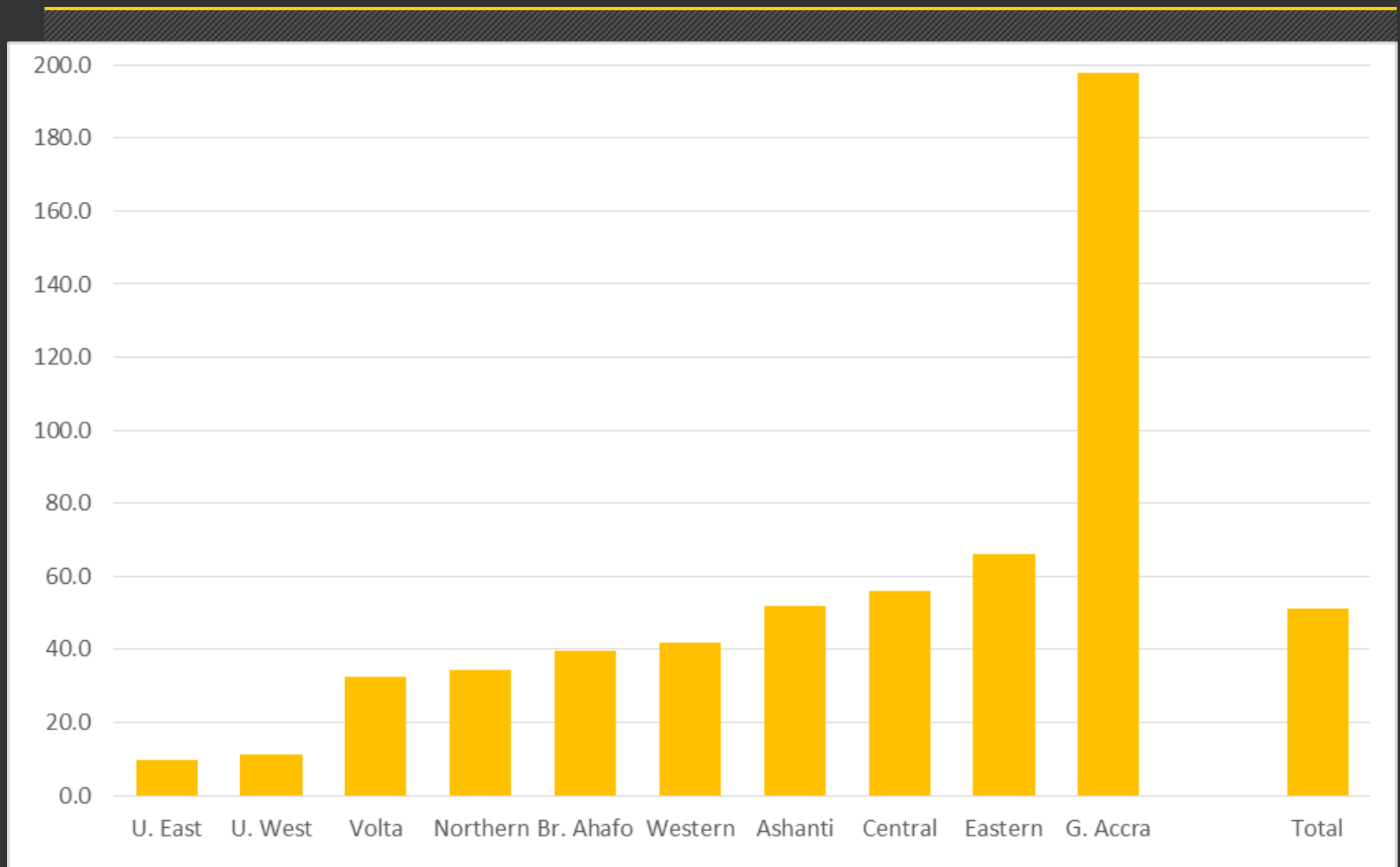


Figure 3: Per capita amount paid as levies in public Primary schools by locality and socioeconomic status (GHC) for the academic year (2013/2014)

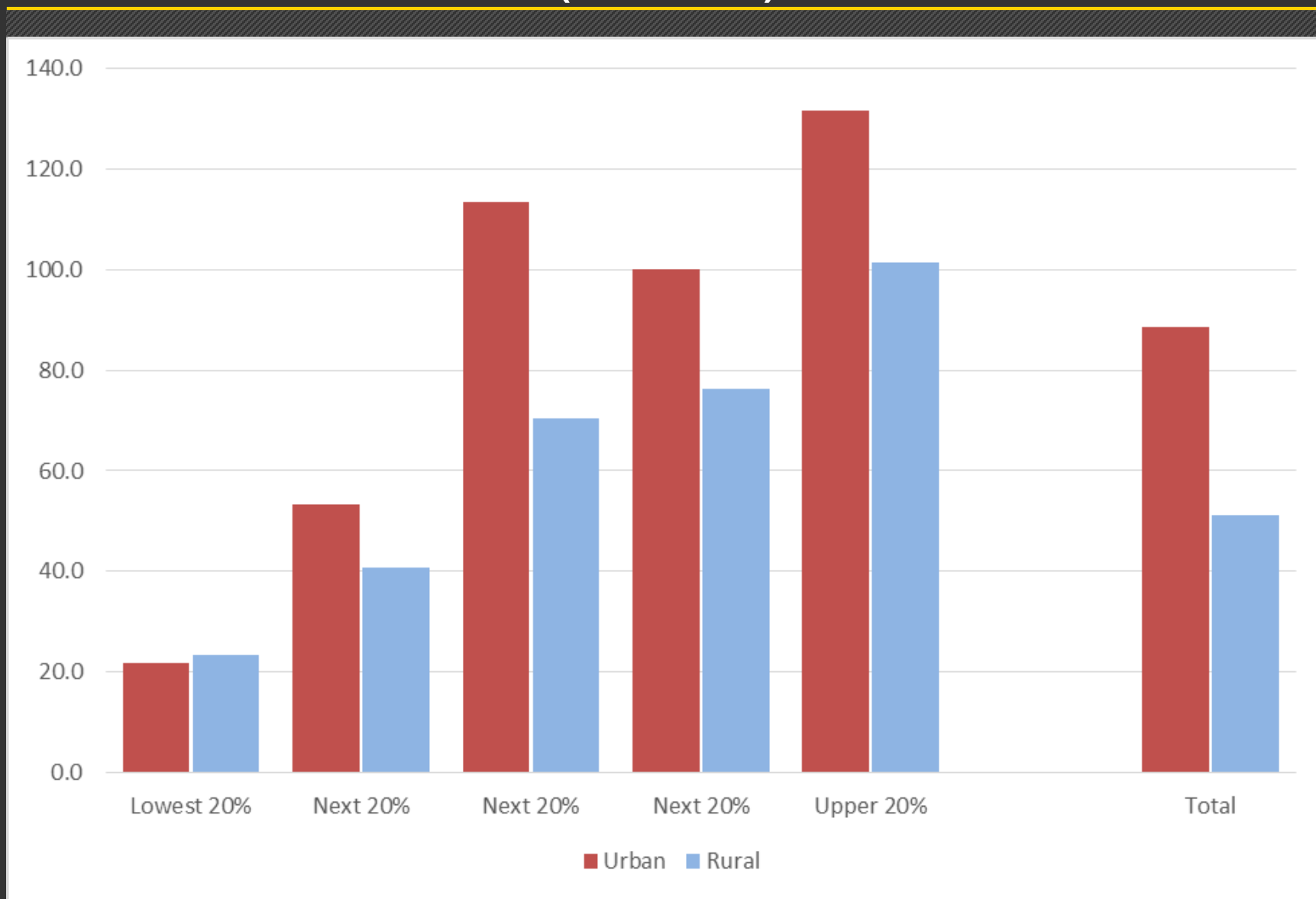
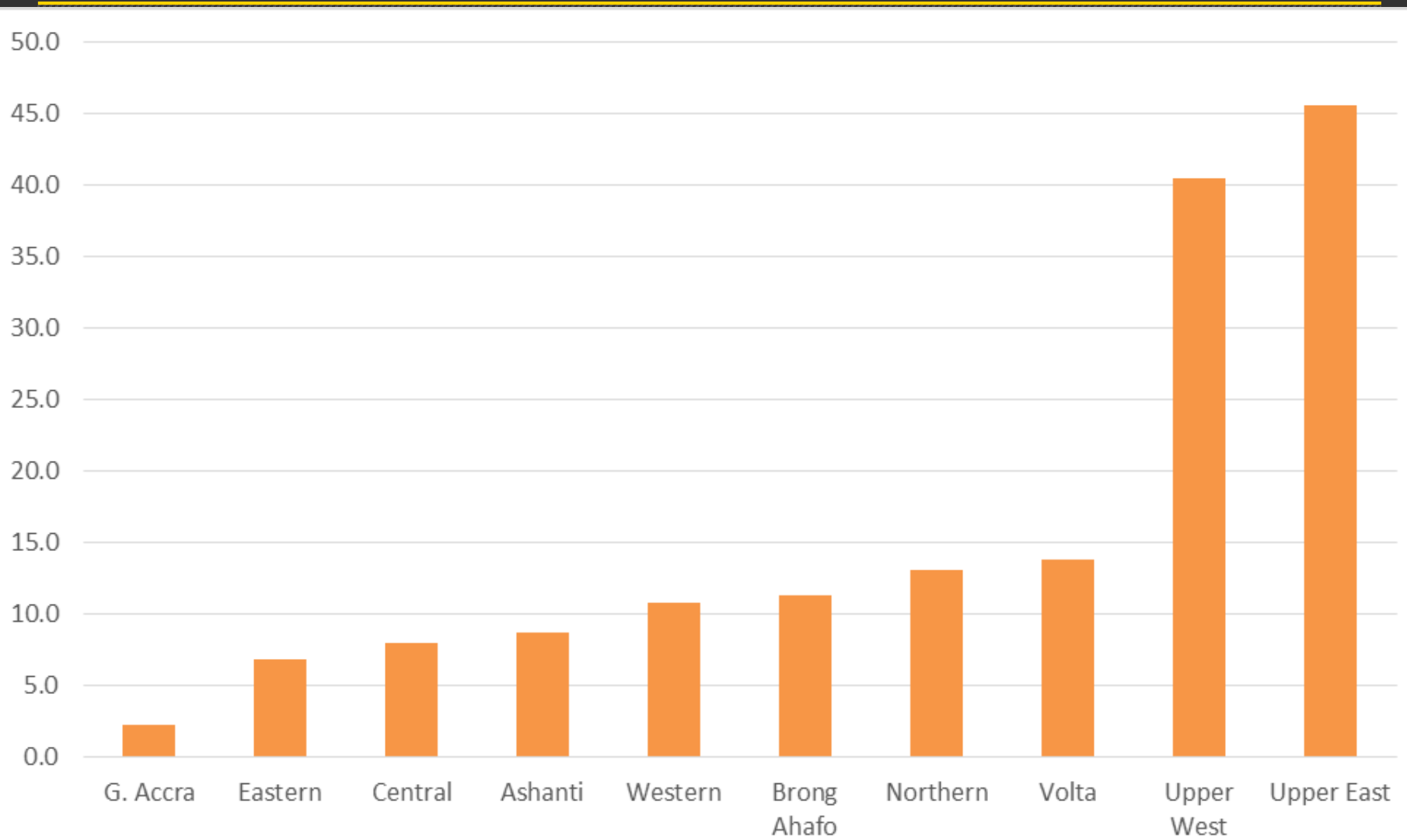


Figure 4: Per capita CG as a proportion of amount paid as levies per child in Primary school by region - 2013/14 (%)

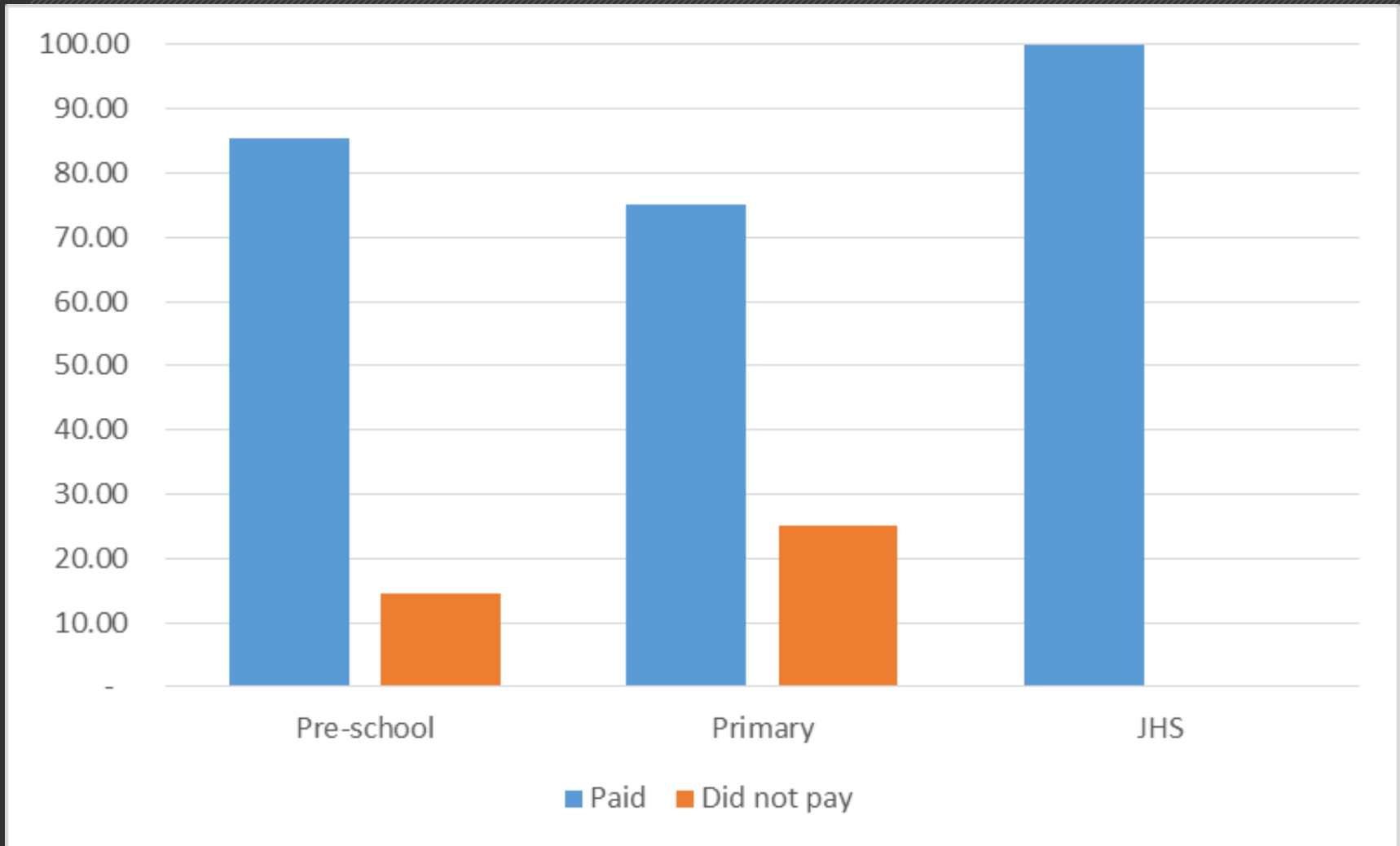


The evidence:

- Amount paid by parents is about 10 times greater than capitation grant paid per pupil.
- 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

- **Some households however did not pay any school levy in the academic year**

Figure 5: Proportion of households who paid some levies (2013/14)



2. Impact on School Enrolment and Attendance

Enrolment

Figure 6: Enrolment Rates for Boys and Girls in Primary schools (%)

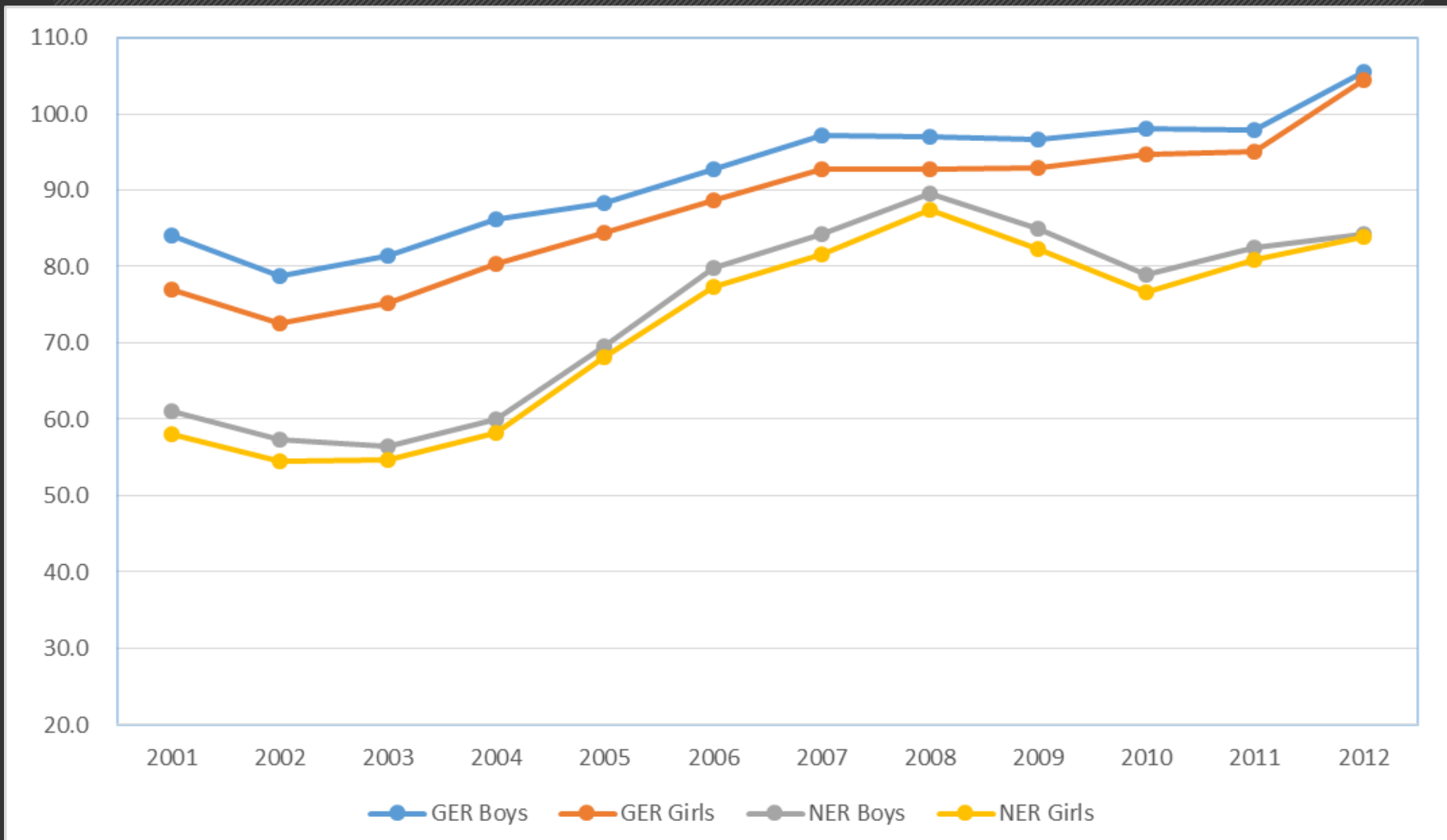
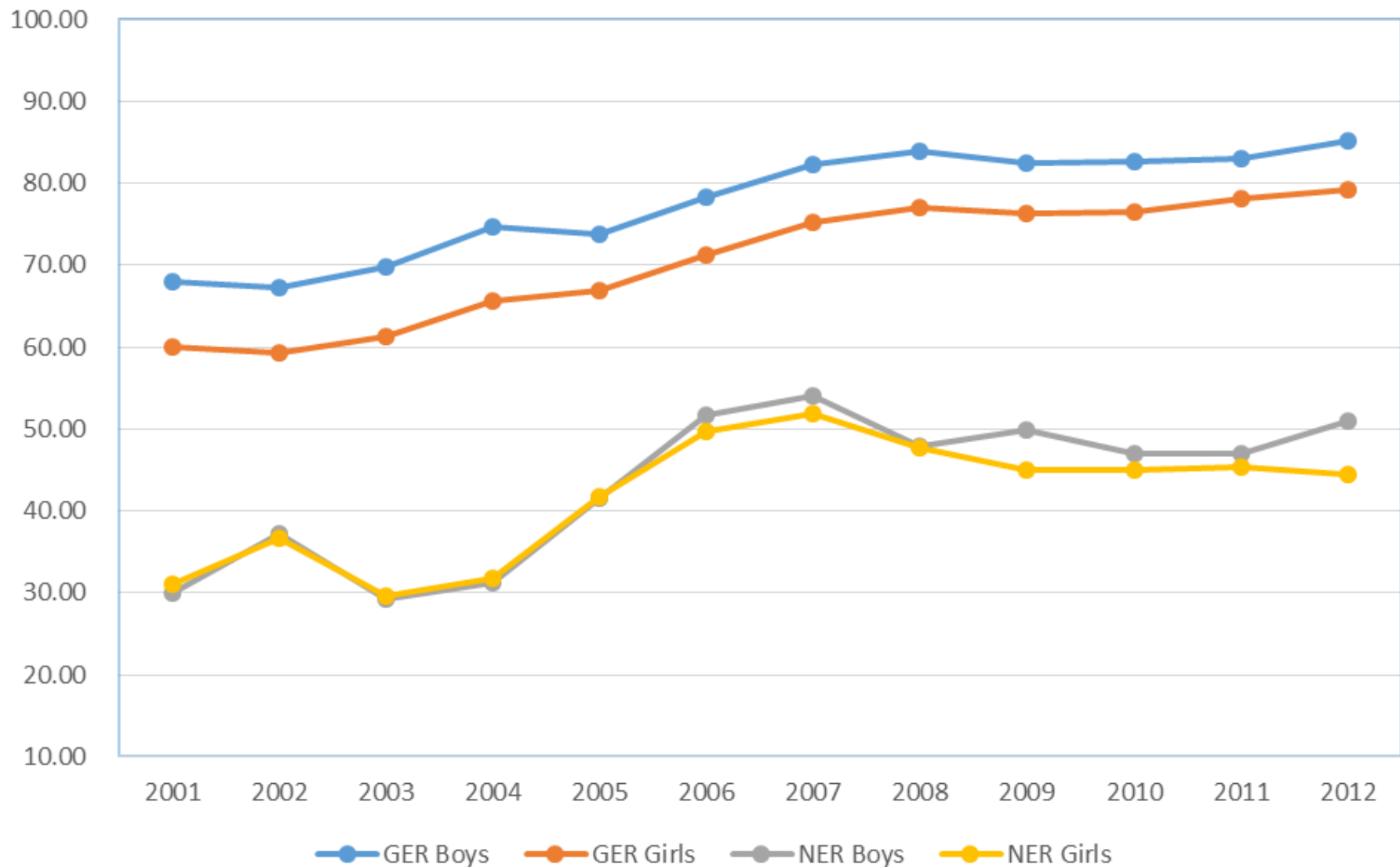


Figure 7: Enrolment Rates for Boys and Girls in JHS (%)



Attendance

- ▶ FGDs observed improvement in enrolment and school attendance.
- ▶ However, pupil absent from school and many denied participation in terminal examinations due to inability to pay levies

Table 2: Reasons for child absenteeism (%)

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

3. Management of the capitation grant

The capitation grant policy outlines seven steps procedure for the school level management of the capitation grant (Box 1)

Box 1: Steps for Accessing the Capitation Grant

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 enrolment 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 expenditure of the money as stipulated in the SPIP.
7. After expenditure of the SPIP, the head-teacher submits returns to the Directorate; which serves as a basis for the receipt of subsequent allocation of capitation grant.

➤ The process is far from this orderly

- ✓ A head-teacher fills about 10 different forms
 - ✓ Call meetings with teachers and SMC a number of times
 - ✓ Travel to the district office a number of times and to the bank to check balance
-
- Head-teachers have a number of concerns:
 1. Delays: across the country, the grant is on the average about a year behind all schools' SPIPs
- ✓ In 2012/13 for example, 47% of schools did not receive all the three tranches of the grant they were supposed to get.
 - ▶ Will mostly receive in subsequent academic years what should have been received in previous years.

2. Antedated receipts not accepted in discharging grant money received for passed terms

- ✓ Intended to minimise misappropriation of the funds.

3. Inconsistencies in the vetting process of the SPIP creating considerable frustrations.

- ❖ No clarity on what proportion of the grant should be spent on what item or activity

4. Absence of an implementation manual to guide – head-teachers, staff, and SMC members

5. Discrepancy in the actual per child grant received by the schools relative to expected allocation per year.

6. Unjustified deductions at the district level (e.g. for sports and culture, JHS Mock examinations, etc.).

7. High transaction cost of assessing the money – reducing the effective amount drawn by schools.
8. Finally, amount is woefully inadequate for a school's activities (considering the number of other levies paid, and timing of release)
 - The capitation grant constitutes about 38% of total school expenditure in 2012/13 academic year.
 - Schools covered over 60% of their budgetary requirements from other sources, including levies, NGOs, District Assemblies, etc.

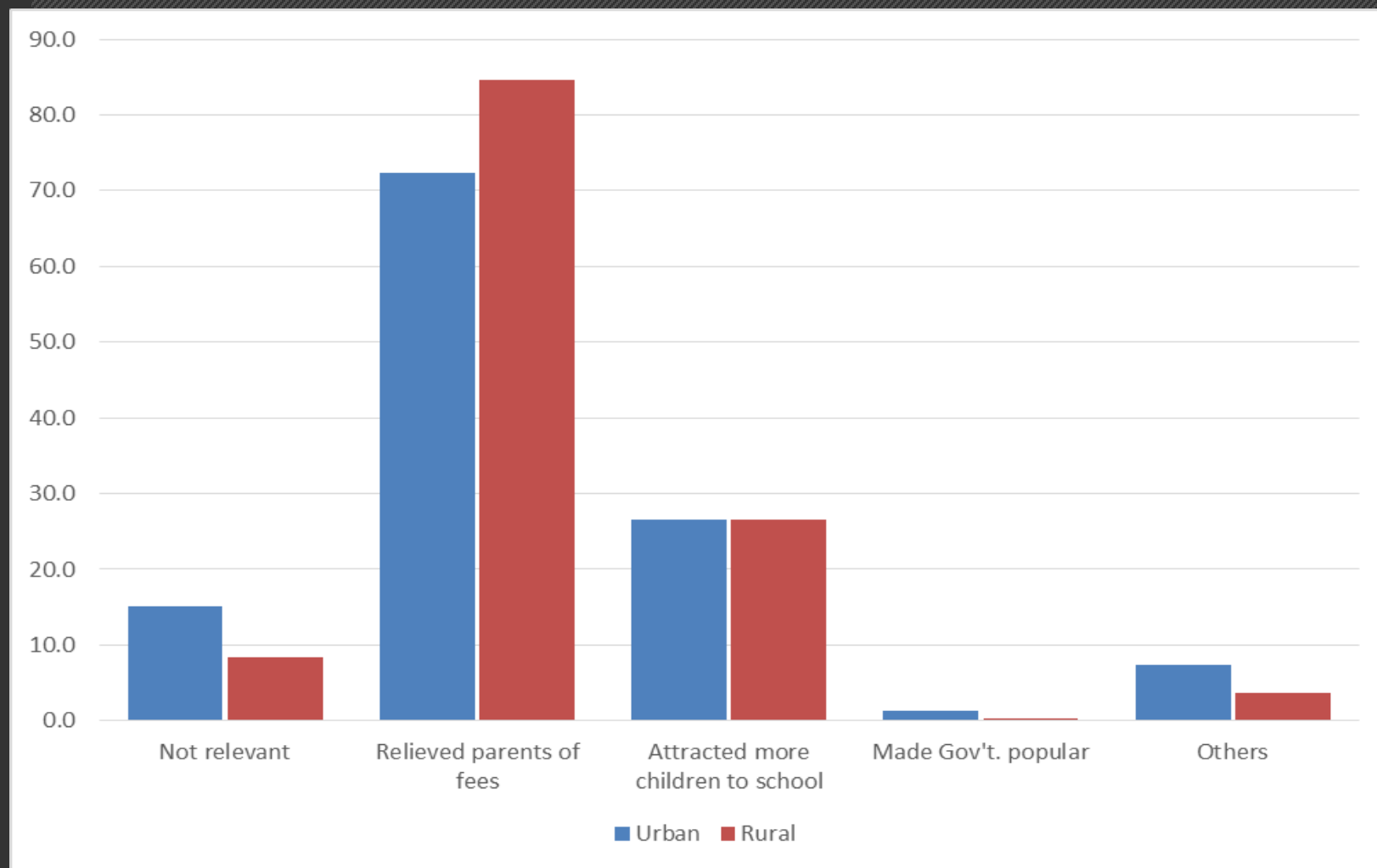
Coping strategies:

Head-teachers adopt a number of strategies essentially to get the schools running whilst waiting for the capitation grant money:

- Borrow/rely on PTA support and levies to run schools.
- Some head-teachers, especially those in rural schools, leave the money in their school account to accumulate for about two or three tranches and then go for it as a lump sum.
- Make purchases from own resources but ask for receipts signed undated. Such receipts are then later dated and used to account for the expenditure of the capitation grant money.

4. Relevance of the policy and the counterfactual

Figure 8: Parents' perception of the relevance of the capitation grant, by type of locality of residence (%)



- All head-teachers were of the view that most of the activities would decline if the capitation grant is abolished.

- ❖ Few others hold the view that the grant should be abolished since:
 - ✓ it is relatively small compared with what parents pay in levies
 - ✓ it takes a long time to be released, an indication that Government is unable to sustain it.

Conclusion

- There are considerable positives to the policy.
- However, citizens are not satisfied with the implementation.
- They are concerned that, they still pay levies such as examination fees, sports and culture levies.
- They are concerned that children are sent home for being unable to pay these levies
- For teachers, the money comes too late for a school's activities
 - ✓ With a tendency to compromise quality of teaching
 - ✓ Strong reason for charging levies to fill the gap and to be able to administer the schools

Recommendations

- The continuous relevance of the policy depends largely on timely release of the money to the schools.
- At the higher level, there must be a review of the CG in the direction of **Aligning Policy with Practice**.
- This will include:
 - Finding a way to facilitate a quicker release of the grant to the schools at the beginning of the school academic year.
 - Review the amount in relation to what is practically needed to administer a school
 - Establish a base amount to be given to schools according to need in addition to the grant per a child

At the lower level:

- Find a way to reduce the transaction cost associated with accessing the money. E.g. use of mobile alerts of transfer of money
- There must be a way of vetting and accepting antedated receipts bearing in mind that whilst head-teachers are waiting for the grant the schools have to run.
- Monitor the collection of 'unapproved' levies;
 - These levies have the tendency of reversing the gains made by the intervention.

Research:

- More rigorous empirical analysis of the complementary impact of the social interventions in the education sector is also imperative.

Thank you