

UNIVERSITY OF GHANA
CENTRE FOR SOCIAL POLICY STUDIES

**A POLITICAL ECONOMY ANALYSIS OF GHANA'S SCHOOL
FEEDING PROGRAMME**

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**THIS DISSERTATION IS SUBMITTED TO THE UNIVERSITY OF
GHANA, LEGON IN PARTIAL FULFILLMENT OF THE REQUIREMENT
FOR THE AWARD OF MA SOCIAL POLICY STUDIES DEGREE.**

JULY, 2015

DECLARATION

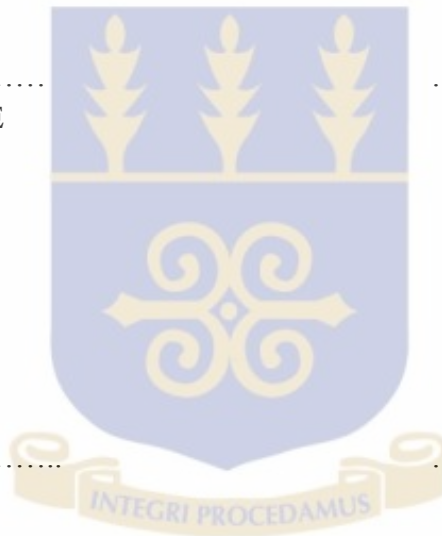
I, Obed Opoku Afrane, hereby declare that except the references to other people's work which were duly acknowledged, this dissertation is the result of my own independent work carried out at the Centre for Social Policy Studies, University of Ghana, Legon, under the supervision of Dr. Seidu M. Alidu and that it has not been presented in whole or in part elsewhere for the award of another degree.

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DEDICATION

I dedicate this work to my mother Gladys S. Bonsu, my grandmother Afia Fowaah, and my uncle Mr. William Yeboah. It is also dedicated to the memory of my late aunty, Ms. Angelina Owusu Achiaa who until her death provided unflinching support to my upbringing and education at the University of Ghana. God richly bless them all.



ACKNOWLEDGEMENT

First and foremost I give thanks to the Almighty God for His abundant mercies and favour upon my life, and the continuous blessings showered on me by bringing wonderful people into my life.

I am most grateful to my supervisor, Dr. Seidu M. Alidu. In spite of his busy schedule, he provided meaningful contributions, guidance and constructive criticisms which made the study successful. May the Almighty Allah bless him and grant him long life and prosperity. I also extend my heartfelt thanks to Mr. Nuarko, the Headmaster of the Saint George's Roman Catholic Basic School, and the District Coordinator in charge of School Feeding Programme in the Bosomtwe District of Ashanti Region for their help during the data collection process.

I equally acknowledge Asumadu Joseph, Grace Marfoh, Gloria Addai, Comfort Ama Kyerewah, Enock Boakye Asante, Abigail Yeboah Boampong and the rest of the family for their immeasurable love and support towards my education.

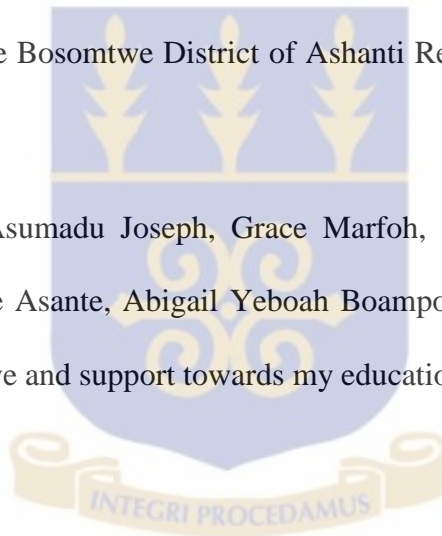


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LIST OF ACRONYMS

CAADP	Comprehensive Africa Agriculture Development Program
FAO	Food and Agriculture Organization
GES	Ghana Education Service
GPRS II	Growth and Poverty Reduction Strategy II
MDGs	Millennium Development Goals
MoLGRD	Ministry of Local Government and Rural Development
NEDPAD	New Partnership for Africa Development
NGOs	Non-Governmental Organization
NPP	New Patriotic Party
SFP	School Feeding Programme
UN	United Nations
UNHTF	United Nations Hunger Task Force
WFP	World Food Programme

ABSTRACT

The Ghana School Feeding Programme (GSFP) was introduced as strategic policy to improve the income of beneficiary communities, increase school enrolment and retention and for the achievement of the MDG 2 by the year 2015. In spite of the good intentions of the GSF programme however, it has been bedeviled with a myriad of challenges. Few examples of the challenges identified were; the lack of strict adherence to the carefully written original policy document of the GSFP; the partial payment and delay in payment for the services of caterers; and the banning of the monitoring and evaluation team from doing their work in certain districts due to the powerful role of some political appointees such as the District Chief Executives (DCE's) in the implementation of the programme. It was therefore against this background of challenges that the study sought to ascertain how the beneficiaries of GSFP in the Bosomtwe District of Ashanti Region understand the Actors; Institutions and Ideas that pertain to the implementation of the programme and its realization of the MDG 2. A Political Economy Analysis Framework was employed for the study and literature related to political economy and the subject matter was reviewed to reflect on the objectives. A descriptive and explorative survey design was employed in the study. The findings suggested that beneficiaries have little or no idea about the original policy objectives of the GSFP in relation to the actors, institutions and ideas and why certain key political appointees are selected to manage the programme. However, it was also revealed in the findings that the achievement of the universal primary education by the end of 2015 will be difficult to achieve if not impossible. It is strongly recommended that policy makers should include beneficiary communities in the part of the consultation processes in the uptake of a social intervention programme. The study also recommend that the programme is sustain in order to ensure that children are kept in school especially girl child.

CHAPTER ONE

INTRODUCTION

1.1 Background of the study

The School Feeding Programme (SFP) was introduced in Ghana as a strategic catalyst for the realization of the Millennium Development Goals (MDG) I and II (Ghana, 2006a). With the intent of using Home Grown Produce, the SFP was identified by the United Nations Hunger Task Force (UNHTF) as an appropriate intervention to improve the school attendance of poor communities, which has the trickling effect of improving local food security of poor communities (Martens, 2007). The programme identified its objectives as, facilitating, among other things, the achievement of the following; improving nutritional content of school pupil, increasing school enrolment and ensuring balance in terms of the ratio of boys in school to girls who are mostly differentially excluded from education (WFP, 2013). The UN Task Force forecasted that the SFP was to encourage the market demand for local farm produce. Also, the SFP was to provide a ready market for the farmers located within the beneficiary districts of the programme, as well as improving the local economy hence the Task Force's recommendation for the comprehensive community and school-based feeding programme (Martens, 2007).

The New Partnership for Africa's Development (NEPAD) under the Comprehensive Africa Agriculture Development Programme (CAADP) adapted the SFP initiative as a framework conceptualized to improve peasant agriculture, food security and rural economic development in the whole African sub-region. The pillar 3 of the CAADP framework was employed to achieve the following specific objectives: firstly, to reduce malnutrition of school pupils by supplementing their feed with a nutritious hot meal per day, and secondly, to expand the market and demand for locally-grown foodstuff of smallholder farmers (Martens, 2007; as cited in NEPAD, 2005).

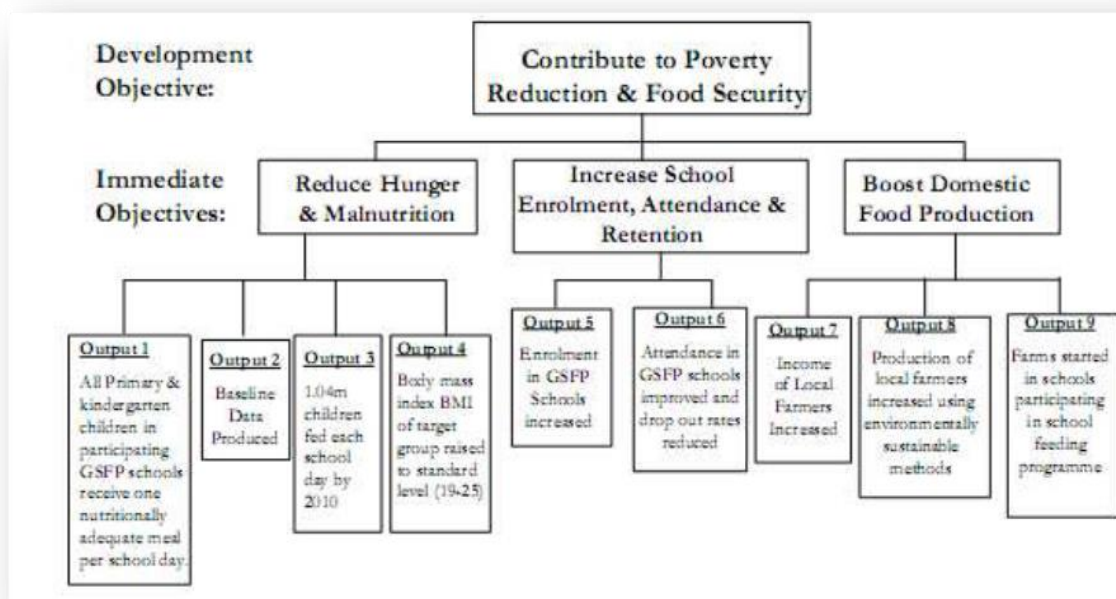
In Ghana, the government of the New Patriotic Party (NPP), under President John Agyekum Kufour with support from other development counterparts such as the Royal Netherland Government in the year 2005 adapted and piloted the Ghana School Feeding Programme (GSFP) with 10 schools; one from each region of Ghana (Abebrese, 2011). It must be mentioned that the NPP by ideology is noted to belong to the centre-right of the political divide. Among the goals of the programme was the contribution to poverty reduction and food security in Ghana. In an attempt to achieve these goals, the Government of Ghana commenced the implementation of GSP with the following specific objectives: firstly, to reduce short-term hunger and malnutrition in school children, secondly, to increase school enrolment, attendance and retention, and thirdly, to boost domestic food production (Hall et al., 2007; De Hauwere, 2008; Abebrese, 2011). The concept was to provide pupils of selected public primary schools in the country with one hot nutritious meal in a day using home-grown foodstuff (GoG, 2006).

With a high political will and commitment severally exhibited by the NPP government to focus on and meet the MDG's deadline by 2015, the project was championed not only to improve deprived schools but the beneficiary community as well. In the manifestation of the commitment, the Budget Statement read by Honourable Kwadwo Baah Wiredu, the then Minister of Finance and Economic Planning in 2005, allocated \$60 million to initiate the implementation of the GSFP (IBD Report, 2005, p. 11). The Ghana Poverty Reduction Strategy (GPRS II) policy was purposely drafted partly to ensure the sustainability and continuity of the programme. It also identified education as the only viable way to lead the country to a middle-income status in the year 2015 (Afoakwa, n.d).

In order to ensure the continuation of the social protection intervention programme namely the GSFP, the new administration that took over the political affairs of the country (Ghana), also continued with the implementation of the SFP Gyimah-Boadi (2008). The

National Democratic Congress (NDC) led by both Presidents John Evans Atta-Mills and John Dramani Mahama also expressed commitment to reinforce the idea of the Home-grown School Feeding Programme in order to further incorporate the programme into local content. With the campaign slogan of “Better Ghana Agenda” (NDC Manifesto, 2008), the NDC government beyond the SFP added other incentives such the provision of school uniforms, free exercise books among others. This was believed to help further deepen the idea of the attainment of the universal primary education by the year 2015.

The key stakeholders responsible for the implementation of the SFP are drawn from the various Ministries. However, the oversight responsibility of the implementation of the programme lies with the Ministry of Local Government and Rural Development (MoLGRD). The MoLGRD does this with collaborative assistance from the Royal Netherlands Embassy, World Food Programme (WFP), Netherlands Development Organization (SNV), Food and Agriculture Organization (FAO), and several international and local Non-Governmental Organizations (NGO’s) among others. (ECASARD/SNV, 2009; SEND-Ghana, 2013). Figure 1 illustrates the developmental objectives of the Ghana SFP as planned by the National Secretariat, as explained in the Figure 1.1.

Figure 1.1: Developmental Objectives and Expected Outputs of the GSFP

Source: Afoakwa (n.d)

The programme is managed through the MoLGRD in coordination with the following sector ministries, Ministry of Education (MoE) and Ghana Education Service (GES), Ministry of Finance (MoF), and Ministry of Gender, Children and Social Protection at the macro-level. At the micro-level, the programme is coordinated and managed by the District Implementation Committee (DIC) and the School Implementation Committee (SIC). However, the National Secretariat based in Accra, the national capital of Ghana has the responsibility of providing support to the implementation bodies at the District level and to ensure accountability and reports pertaining to the programme (IBD Report, 2005; Afoakwa, n.d).

The SF Programme since its implementation has improved steadily in the area of school enrolment. However, managers of the programme have constantly come under strong

criticisms by both beneficiary communities and the general public due to some of the challenges found in the survey conducted by SEND-Ghana (2013).

1.2 Problem Statement

Meir (2005) argued that School Feeding Programmes across the world including that of Ghana have a positive relationship with school enrolment, attendance and retention. Explicitly, the GSF programme has contributed considerably not only to this assertion, but also to the relief of poor households of financial burden. In principle, the SFP is not only a social intervention programme but also an equity-oriented programme that sought to equitably redistribute state resources as a means of bridging the gap between the rich and the poor. Unfortunately, not enough research has been conducted vis-à-vis the administration and management processes of the programme. It is therefore imperative that the attention of policy makers are drawn to the challenges faced by the SFP in view of the gaps found in the survey conducted by SEND-Ghana (2013).

Among the clearly spelt out challenges noted in the findings of SEND-Ghana are: the lack of strict adherence to the carefully written original document of the GSFP; the partial and delay in payment for the services of caterers; and the ban of monitoring and evaluation team from doing their work in certain districts due to the powerful role of some political appointees such as the District Chief Executives (DCE's) in the implementation of the programme. These developments pose a lot of setbacks in the implementation process of the GSFP, the study, therefore, sought to examine the political economy of Ghana's School Feeding Programme by critically assessing the various ideas, actors and institutions that spearhead the implementation of programme. An adjunct aim is to recommend appropriate solutions that will help improve the management of the programme.

1.3 Research Questions

This research seeks to answer the following questions:

- What institutional frameworks underpin the operation of the GSFP?
- What is the general contribution of the programme to school enrolment and the achievement of MDG 2?
- What are the challenges associated with the implementation of the programme?

1.4 Objectives of the study

The research seeks to achieve the following objectives:

- To undertake an institutional analysis of the GSFP
- To assess the general contribution of the programme to school enrolment and the achievement of MDG 2.
- To ascertain the challenges associated with the implementation of the programme.

1.5 Rationale of the Study

The economy of many developing countries including Ghana has been saddled with unemployment, poverty, low productivity and hunger. As a result of these characteristics the UNHTF came up with the idea of halving hunger in developing countries. As a tool for improving the hunger situation in Africa, NEPAD adopted the strategy under CAADP with the aim of improving agriculture hence a reduction in hunger. To achieve MDG2, the government of Ghana adopted the idea of SFP as a strategic catalyst to achieving universal primary education for all children by the year 2015.

However, since the implementation of the SFP in the year 2005, there have been a number of studies on the programme in order to find out whether the objectives of the programme

have been achieved. In the review of some of the studies conducted by SEND-Ghana (2013) and De Hauwere (2010) on the SFP, it was revealed that there were some challenges that hinder the smooth implementation of the SFP. Among the challenges found out in the literature are: the lack of strict adherence to the carefully written original document of the GSFP; the partial and delay in payment for the services of caterers; the coming of unregistered children into schools to be fed; and the ban of monitors from doing their work in certain districts due to the powerful role by some political appointees.

These concerns resulted in an increase in the impetus to investigate and bring to the fore the issues that undermine the smooth uptake of the Ghana SF programme. The study will also enable the researcher to explore and propose further recommendations to policy makers especially those in charge of the administration of the programme, their collaborative agencies and non- state actors as to how to make necessary adjustments to ensure effective running of the programme. Also, the work will inform management to review administrative procedures so as to improve upon the implementation processes of the programme. The report from the findings will also go a long way to inform future researchers intending to study on the School Feeding Programme. It will also be a reference point for literature reviews.

1.6 Limitation of the Study

Most research studies are not devoid of challenges and this work was no exception. The first key challenge of the study had to do with the limited literature about the political economy analysis that was related to Ghana's School Feeding Programme. Mostly, the literature was not directly related to either GSFP or political economy of the SFP. There were similarly very little documents from the regulatory authorities that manage the programme.

Due to the highly politicized nature of the GSFP, most of the respondents gave their political biases rather than their objective views, despite the continuous probing by the researcher. The researcher was also constrained financially after travelling over 250 kilometres to the Bosomtwe District of the Ashanti Region and coming back. Also, there was a financial constraint in moving ahead to the other key offices in Accra for interview.

Another challenge was the limited scope of the study. The study selected only one district and even the sample did not exhaust all the sampled respondents, this made the study more limited and therefore, findings may not be applicable to other districts. A future research may be done with a larger sample.

1.7 Organisation of the Study

The work is organized in the following chapters:

The introduction of the study is found in chapter one. The chapter discussed how the uptake of SFP is operationalized, thus, the adaptation of the programme from the UNHTF through the blueprints of NEPAD to the country level framework where Ghana implemented the SFP. The chapter is largely made up of the background of the study, the problem statement, objectives of the study, rationale of the study, limitation of the study and organization of the study.

Chapter two was grounded in the review of existing literature. In the chapter the research sought to provide a review of the political economy analysis framework and its operationalization to examining the structure and evolution of the SFP in Ghana. The work began with a brief overview of the concept of political economy and its operationalization for the analysis of School Feeding implementation in Ghana. It then focused on the political economy analysis framework to explain some themes relevant to understanding

the intricacies of SFP in Ghana. The chapter also examined the contributions of the SFP within Ghana and across the world.

The chapter three of the work sought to describe the methodology used to conduct the study. The chapter described the study area, research design, target population, sampling arrangement, data collection, data management and data quality control as well as data analysis procedures used in this study.

Chapter four sought to present the findings of the data collected for the study. This was done through the analysis of the data collected from the field in the form of charts and tables and in a chronology as indicated in the objectives.

Chapter five sought to present the summary, conclusions and recommendations of the study. The recommendations were made based on the results of the major findings that came up in the analysis of the study and conclusions were drawn based on the findings. The chapter also considered the implications of the findings for social policy practices as well as suggestions for future studies.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

In this chapter the research seeks to provide a review of the political economy analysis framework and its operationalization to examining the structure and evolution of the SFP in Ghana. The work begins with a brief overview of the concept of political economy and its operationalization for the analysis of School Feeding implementation in Ghana. It then focuses on the political economy analysis framework to explain some themes relevant to understanding the intricacies of SFP in Ghana: actors, institutions and ideas influencing GSFP policy in Ghana. The chapter also examines the contributions of the SFP within Ghana and across the world in relation to increase in school enrolment; the challenges of the SFP and the ways to mitigate the identified challenges.

2.2 Introduction to Political Economy Analysis Framework

The concept Political Economy (PE) has been accepted and widely used to refer to a lot of academic projects as stated by Basely (2007). The term PE as noted by classical economists was used as a concept that is synonymously linked to economics on the broader understanding (Basely, 2007). Generally, many scholars agree that PE has different and contradictory meanings, since its introduction in the eighteenth century (Weingast and Wittman, 2008; Sackrey, Schneider and Knoedler, 2013; de-Graft Aikins, Bortei-Doku, Seidu, Domfeh, Armah, and Mary-Eve, 2014). Chandhoke (1994, p. 2) notes that "...there is no single unequivocal meaning that can be assigned to political economy" it is inherently a subject of controversy. Thus, in as much as the subject matter of political economy identifies itself to have a "symbiotic relation" between politics and economics, the real understanding of the two is not self-explanatory (Chandhoke, 1994, p. 2).

Clearly, from the definitions above it is very difficult, if not impossible to situate a distinct discipline for political economy as stated by Chandhoke (1994). Similarly, (Weingast and Wittman, 2008; Sackrey, Schneider and Knoedler , 2013; de-Graft Aikins et al, 2014) opined the same conclusion in other studies. Chandhoke (1994) and Basely (2007) have all identified the controversy in the subject matter of PE. Nonetheless, Chandhoke (1994), further states that the use of PE is essential in terms of contextualization of a discipline. Thus, the subject PE, although not self-explanatory, has the tendency to accommodate other disciplines to be studied through its application and operationalization.

Despite the possible difficulty in fully grasping the definition of the subject matter of PE, the discipline generally has to do with the relationship between economics and politics at the structural level of society. However, Sackrey Schneider and Knoedler (2013) expatiated on the broader understanding of the discipline that political economy is more focused on the broader understanding of the relationship between the economic system and its institutions to the rest of society and social growth and development. It is sensitive to other non-economic factors such as political and social institutions, morality and ideology in determining economic events, rather than mainstream economics (Sackrey Schneider and Knoedler, 2013, as cited in de-Graft Aikins et al., 2014).

Similarly, Political Economy Analysis (PEA) according to Mcloughin (2014) has been described as the:

“...aims to situate development intervention within an understanding of the prevailing political and economic processes in society- specifically, the incentives, relationships, distribution and contestation of power between groups and individuals- all of which greatly impact on development outcomes. Such an analysis can support more politically feasible and

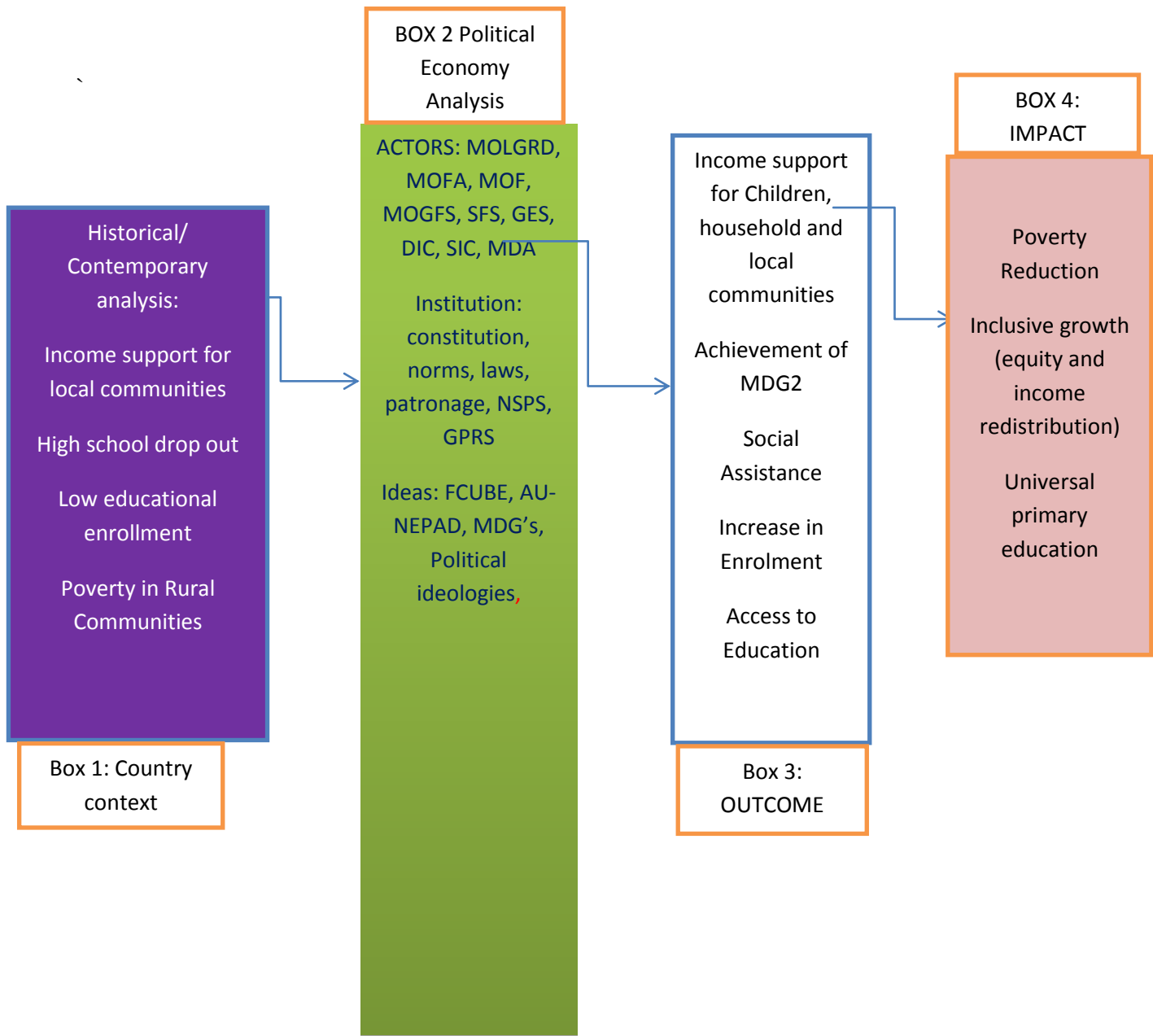
therefore more effective donor strategies, as well as more realistic expectations of what can be achieved over what timescales, and risks involved” (p. 6).

In the operationalization of Mcloughin (2014) and Sackrey et al. (2013,) the definition of PEA sought to situate development within the interaction and coordination of the various actors, institutions, ideas and the several interest groups that play a role in a countries development agenda. It further sought to bring out the processes involved in the allocation of a developmental resource or project within a country or community setting over a period. Also the PEA makes it possible for the smooth collaboration between development partners, political elites and individual stakeholders of a country to meet at compromise in terms of understanding, building trust in the uptake of any developmental project such as GSFP within a country.

2.3 The Political Economy Analysis Framework

The application of Political Economy Framework (PEF) has been explained as the analytical approach that provides in-depth understanding into the uptake of developmental programs as far the country is concerned PASGR (2013). PASGR further emphasized that PEF is identified as the process that provides a sophisticated account of the structures and institutions that shape a country’s developmental programmes (PASGR, 2013; de-Graft Aikins et al, 2014). In this study the PE framework is however, operationalized through its application to Actors, Institutions and Ideas that influence the uptake of the SFP in Ghana. The figure below provides a graphical representation of the Political Economy Analysis Framework as applied to the GSFP.

Figure 2.1: Political Economy Analysis Framework as Applied to GSFP



Source: Adapted from de-Graft Aikins et al. (2014)

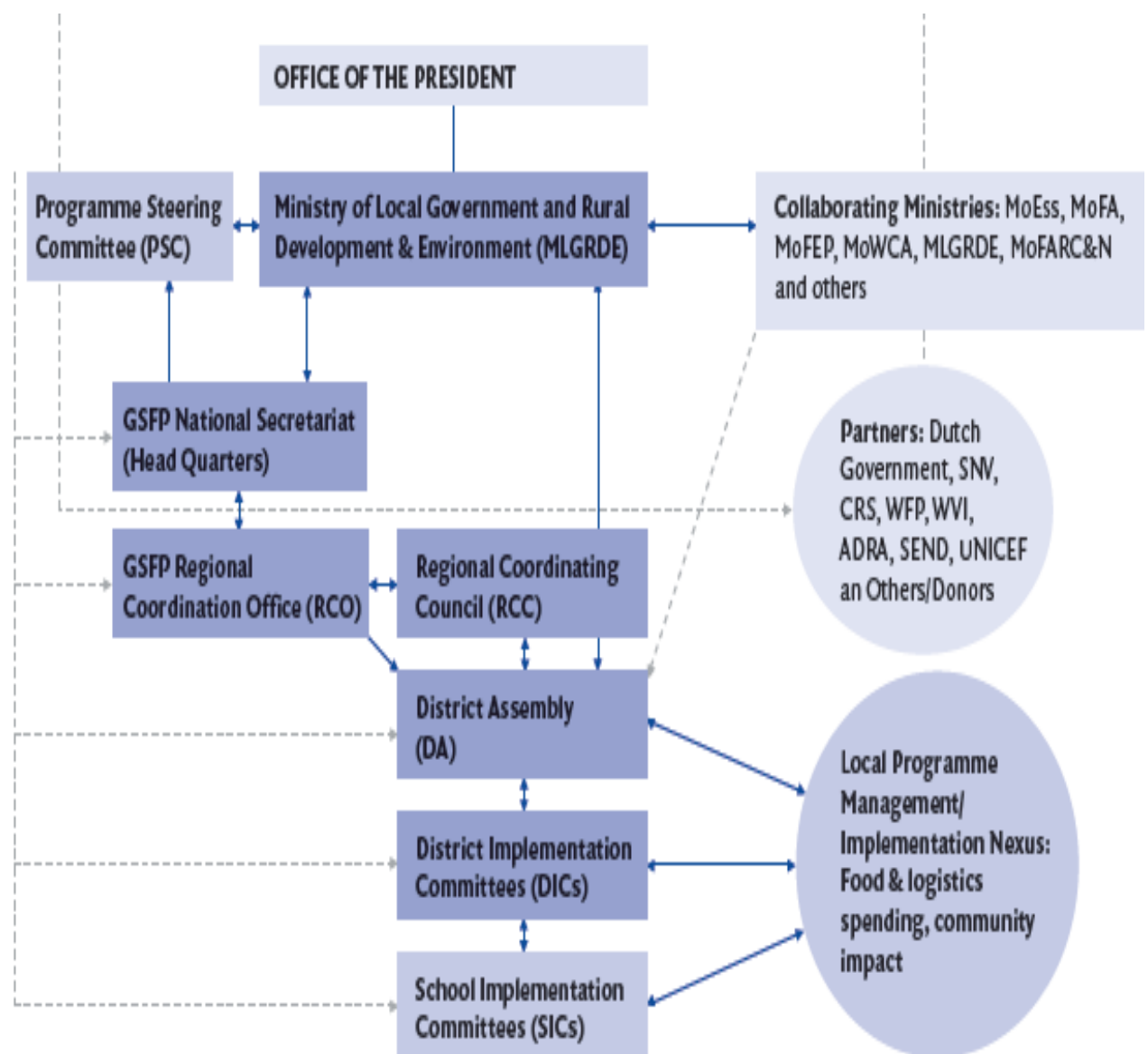
2.4 Overview of Political Economy Analysis Framework as Applied to GSFP

The uptake of a social intervention programme such as the GSFP has been influenced by a number of factors. The Figure 2.1 above gave a pictorial overview of the political economy framework as operationalized in the uptake of the SFP in Ghana. The operationalization of the PEA framework in the GSFP as depicted in Figure 2.1 is focused on the examination of the relationships between Actors, Institutions and Ideas as showcased in the Box 2. The BOX 1 explained the complex historical country context that made it imperative for the uptake of a social intervention programme. The Box 3 expanded on how these historical experiences of a country over time shape the kind of social assistance programmes while long-term developmental goals for a country based on the developmental expectations are shown in Box 4 (de-Graft Aikins et al., 2014).

The section below seeks to review the relationships between Actors, Institutions and Ideas and how their association influences the implementation of the uptake of the GSFP.

2.4.1 Actors as Applied in Political Economy Framework

Every national social assistance programme such as the GSF has actors that formulate, implement and evaluate decisions in order for it to achieve the intended objective(s). The SFP employed a decentralized approach made up of Ministries, Departments and Agencies (MDAs), an administrative secretariat and external donors for the management and sustenance. Figure 2.2 shows the formal relationships between the actors involved in the implementation process of the programme.

Figure 2.2: Programme Actors and Relationship as Applied to the GSFP

Source: (Afoakwa, n.d, p. 3)

The implementation of the GSFP is carried out by key actors from different sectors of the national economy (Afoakwa, n.d). The Ministry of Local Government and Rural Development (MoLGRD) has the oversight responsibility for the implementation process. However, at the national level, other sector ministries such as Ministry of Finance (MoF), Ministry of Food and Agriculture (MoFA), Ministry of Education (MoE) and Ghana

Education Service (GES), Ministry of Gender and Social Protection (MoGSP) among others collaborate with the MoLGRD (IBD Report, 2005; GoG, 2007).

The national Secretariat operates with the other decentralized bodies in the various regions and districts. The Secretariat exists to ensure that the laid down rules governing the GSFP are properly implemented. At the regional level there are Coordinating Councils that ensure that proper procedure is followed in the disbursement of benefits to the various districts. The National Secretariat in its operations performs inter alia the following:

- Ensures that Districts select beneficiary schools based on agreed criteria
- Provides periodic audits of DICs and SICs to assure consistency
- Ensures effective collaboration with MoE on the education component
- Ensures effective collaboration with MoH on the health component
- Ensures effective collaboration with MoFA on the agriculture component
- Ensures effective collaboration with strategic Partners
- Provides sensitization, training and capacity building to implementers
- Monitors and evaluates the Programme Nationwide.

Source: The District Operating Manual (2008)

The District Assembly (DA) level collaborates with the District implementing Committee (DIC) and School Implementing Committee (SIC) as well as school/matrons or caterers to ensure the management of the programme at the local level.

Afoakwa (n.d) asserts that aside the national implementation bodies, the GSFP has donors and strategic partners who support and assist the stakeholders in several ways. The support and assistance come in the form of funding, technical support and in the direct school feeding. The partners include the World Food Programme, Netherlands Government, Netherlands Development Organization (SNV), Social Enterprise Development Organization (SEND), School Feeding Initiative Ghana Netherlands (SIGN), International Centre for Soil Fertility and Agricultural Development (IFDC), Agro Eco – Organic Farming and Ghana Agriculture Initiative Network (GAIN).

2.4.2 Institutions as Applied in Political Economy Framework

Every social intervention programme such as GSFP has a set of rules that guides its operation. ‘Institution’ as applied in the political economy analysis framework is defined as the rules that dictate behaviour in an organization (Rondinelli, McColloch, and Johnson, 1989). Similarly, ‘institutions’ is defined generally to mean the “the rules of the game” or a “humanly- devised constraints that shape human interactions” (North, 1990, p. 3; 2003, p. 2). Interestingly, Mcloughlin (2014) also defines ‘institution’ as the tools fallible humans use to change incentives to enable fallible humans to overcome social dilemmas. Although, these definitions have a distinctive way of capturing what an institution consists of, however the key argument has not been misplaced.

In the definitions of Rondinelli, McColloch, and Johnson, (1989) and North (1990; 2003), the definitions placed institutions in the plain language as the “rules of behaviour” or

“humanly designed constraint” respectively. These definitions specifically emphasized the procedures that dictate the means of doing things, hence the predictability aspect of human interactions. Mcloughlin (2014) captured institutions as the “tool” that is used by “fallible humans” to overcome their “dilemmas”. Interestingly, Mcloughlin focuses more on the unpredictable aspect of humans in order to justify the essence of institutions. Largely speaking, all the three definitions argue that institutions are guidelines that set the outcome in all human interactions.

In North (2003, p. 2), Institutions consist of “formal rules, informal constraints and their enforcement characteristics”. The formal rules include laws, constitutions, rules and regulations and anything that is specifically defined (North, 2003; de-Graft Aikins et al., 2014). The work of de Soysa and Jutting (2007), emphasized that formal institutions are identified as being one of the following: constitution, legal system, property rights, regime types and that they must have a predictable outlook (as cited in Persson and Tabellini 2003; Barro 2000; Clague 1997).

The definition by North gives clear evidence that underscores that there are two forms of institutions, as stated in the definition, thus, ‘formal rules’ and ‘informal constraints’. Similarly, the definition by de Soysa and Jutting (2007) and as cited in (Persson and Tabellini 2003; Barro 2000; Clague 1997), emphasize the two forms of institutions as stated by North that formal institutions have to do with any well written rules. de Soysa and Jutting, in consonance with North further state some examples of formal institutions as; constitution, legal system, property rights among others as the forms of formal institutions. Similarly, in agreement with Mcloughlin (2014), de Soysa and Jutting further noted that formal institutions must have a predictable outlook.

Ghana is a democratic state and as is common to most democracies, the 1992 constitution like the constitutions of other democratic states is the fundamental source of institutions that defines the rules of doing things for both government and citizens alike. Chapters three and five talk about who qualifies to be a citizen of Ghana and the fundamental rights and freedoms of that person is entitled to respectively (de-Graft Aikins et al., 2014). The constitution also ascribes rights and responsibilities to every citizen of the country. Similarly, the constitution provides room for the predictability of behaviour and the outcome of any unconstitutional actions of government and citizens alike.

However, in the quest to attain quality of human resource capacity, various governments of different times have drafted one policy or the other with the aim of providing quality and accessible education to Ghanaians. Some of these policies have a legal backing from the constitution of Ghana while others do not but as stated in North (2003:2) institutions could either be formal or informal but must have the enforceable characteristics. Among the institutions that have been put in place by various governments in the education sector since independence are: the Education for All policy in the year 1952, Free Primary Education (FPE)-Act 87 of (1961), Free Compulsory Universal Education (FCUBE) – which is enshrined in the 1992 constitution, the Ghana Poverty Reduction Strategy (GPRS I- 2003-2005) and Growth and Poverty Reduction Strategy II (GPRS II- 2006-2009), National Social Protection Strategy (NSPS- 2007) (de-Graft Aikins et al., 2014).

Ghana is a democratic state therefore any formal institution that comes in the form of programmes and policies has a binding constraint and implications on practitioners that implement them. For example; the 1992 Constitution of Ghana enjoins every leader of the country to make education progressively free through the provision FCUBE in the constitution. The NSPS also sought to provide general rules that dictate the

operationalization of social protection programmes (de-Graft Aikins et al, 2014) and in order to ensure social equality and equity the National Social Protection Strategy (NSPS) was drawn to advance the institutionalization of social protection measures in Ghana. For example, the use of the School Feeding Programme was identified as a tool to cushion people living in poverty (Abebrese, 2011). In consonance with the NSPS, the Free Compulsory Universal Basic Education (FCUBE) also serves as a rule that seeks to provide the guidelines as to how the basic education component of the country must be developed in order to achieve universal basic education for all and as such it is enshrined in the 1992 constitution of Ghana.

Informal institutions constitute behavioural regularity that is rooted in socially-shared rules, usually unwritten, that are created, communicated, and enforced outside of officially-sanctioned channels (Helmke and Levitsky, 2003; Pejovich, 1999). In Ghana the informal rules take the form of norms, belief systems and conventions and practices that have been undertaken and passed on as rituals from ancestors. Normally, in Ghana the informal institutions emanate from the existence of the Chieftaincy institution and practice of traditional leadership (Aikins, 2011). They are used to dictate the rules of engagement and all other forms of social interactions within the traditional setting (Ibid). However, with the advent of formal government and democracy, the powers of chiefs and traditional authority are somewhat dwindled. But the institution still serves as the source of informal rules and norms in the daily interactions of the Ghanaian people.

It is based on such informal nature that Rondinelli, McCollough and Johnson (1978), argue that for an efficient and effective implementation of a programme, there is the need to understand the political, economic, social and behavioural characteristics of beneficiary communities. Although the formal codified rules such as the constitution dictate the ‘dos

and don'ts' for citizens in Ghana, in order to have a peaceful co-existence and smooth implementation of programmes, there is the need to follow the informal ways of paying homages and respect to traditions and traditional authorities. In confirmation of the informal rules of behaviour, Lindberg (2003) mentions that patronage is an institutionalized phenomenon in Ghana. Lindberg further explains that patronage signifies the willingness to cater for constituents through the use of time, political power or authority.

2.4.3 Ideas as Applied in Political Economy Framework

Immediately after independence, the major focus of the wealthy Convention Peoples Party (CPP) under Kwame Nkrumah's government was to accelerate the pace of socioeconomic development and to improve the general welfare of Ghanaians (Agyei-Mensah and de-Graft Aikins, 2010). Free universal healthcare and education became the centrepiece of state policy direction (Akyeampong, 2009). Article 38 of the 1992 constitution of Ghana has made it the duty of successive governments to progressively ensure the educational well-being of all citizenry especially basic education. Political ideologies and major manifestos of political parties have helped shaped the educational agenda of Ghana.

School feeding programme has not been a new idea in Ghana, it dates back to the 1940s where children of the then northern territory were given free meals in boarding schools (Aliu and Fawzia, 2014). However, the mode of feeding children in those days was described as "chaotic" because the menu was usually porridge (Koko) served without sugar for breakfast, maize meal (Tuo-Zafi) with dry okra soup without meat for either lunch or supper which was not nutritionally balanced. However, rice and beans was occasionally provided as a special meal (Ibid).

A study by Sabbi et al. (2012) sought to confirm the idea suggested in Afoakwa (n. d):

African Union-New Partnership for Africa's Development (AU-NEPAD) recommendation to use home-grown foods, where possible, as one of the "Quick impact initiatives" to achieve the Millennium Development Goals, especially for rural areas facing the dual challenge of high chronic malnutrition and low agricultural productivity. Ultimately, the programme is expected to impact on the Millennium Development Goals (MDGs) 2, which respectively include the achievement of universal primary education, and the promotion of gender equality and women empowerment. (p. 1)

In consolidation of the GSFP, the Government of Ghana has shown commitment to the idea of the Home Grown School Feeding, which has the potential to trigger development that will benefit not only children in basic schools, but the entire beneficiary communities within which the programme has being implemented. In ensuring the sustainability of the SFP, governments together with development stakeholders have put together a well-defined policy document. This has a clear-cut policy framework that is focused on economic growth and poverty alleviation known as the Ghana Poverty Reduction Strategy. The Home Grown School Feeding Programme was launched under the Ghana Poverty Reduction Strategy II (GPRS II) which identified education as the key pinnacle to the production of the needed human capital required to achieve middle-income status by 2015 (Afoakwa, n. d).

2.5 What is School Feeding?

'School Feeding' is a safety net programme recognized widely as a means to reduce and alleviate hunger as well as to support education, community development, health status and well-being of people (WFP, 2010). Alderman and Bundy (2012) argue that SFP across

the world is best viewed as a transfer programme that provides safety for the vulnerable and with the intent of enhancing human capital of recipient societies. Globally, the programme has been implemented differently in several countries in order to improve the lives of the poor. In some countries, the programme took the form of provision of a daily school meal or snack for school children to take during lunch time whereas in other countries, the implementation processes of the SFP appeared in a form of either take-home rations given to school children alone or both feeding and a take-home ration.

For example in the work of Kezianga, De Walque and Alderman (2012), it was established that in the Lao People's Democratic Republic the SFP was designed to promote gender parity in schools. Girls who were able to attend school for more than 20 days in a month were given 10kg of cereal flour each month (Ibid). Similarly, in Bangladesh, families that were able to send their children to school and ensured their regular attendance and retention especially the girl child were given cash assistance apart from the feeding of the children in school (Ahmed, 2004; Buttenheim, Alderman & Friedman, 2011).

2.5.1 Overview of SFP in Other Countries

It is estimated that at least 368 million pre-primary, primary and secondary-school children receive food through schools all over the world (WFP, 2013: pp10). This was based on a sample collected from 169 countries. The SFP has been implemented not only in smaller and poorer countries but larger and richer ones such as India (114 million), Brazil (47 million), the United States of America (45 million) and China (26 million) (WFP: pp10). There are at least 43 countries that have more than one million children benefitting from the school feeding programme globally, including the number of children receiving school meals under WFP-supported programmes (WFP, 2013). However, the

region with the largest number of beneficiaries is South Asia, followed by Latin America and the Caribbean (Ibid).

According to Buttenheim, Alderman and Friedman (2011), the World Food Programme introduced SFP in the Lao People's Democratic Republic in the year 2002 due to the following reasons:

- With a population of 5.6 million in 2011, as estimated by the United Nations (UN), the Lao PDR was seen as a least developed country (Ibid). This status was marked by an average poverty per headcount ratio of 33 per cent with about three-quarters of the population located in rural communities.
- 50 per cent of all children in Lao PDR were stunted and malnourished while a third of the same number were underweight, (UNICEF, 2007).
- After the introduction of the SFP by WFP, the net primary school enrolment rate was 80 per cent. In spite of this number, not all children had access to school, especially those located in remote and mountainous areas of the country (Buttenheim, Alderman and Friedman, 2011).

In the year 1993, the government of Bangladesh established the Food for Education (FFE) programme (Ahmed, 2004). The programme was established as a local form of the SFP as a means to promote and increase the number of children in schools (Ahmed, 2002; Ahmed, 2004). The programme provided take home rations of foodstuff mostly grains at the end of every month (rice and wheat) to school children who had been provided with ration-card (Ibid). Eventually, the studies conducted by (Ahmed, 2002; Ahmed & Aremds-kuening, 2003; Ahmed & Billah, 1994; Ahmed & del-Ninno, 2002), have all concluded in their findings that the local initiative of FFE, has helped to improve the educational sector of Bangladesh, especially in the area of enrolment and attendance and retention.

Similarly, WFP and the government of Kenya instituted the SFP as a joint social intervention venture in the year 1980 (Munyiri, 2009). The programme provided assistance to about 770,000 primary school children in more than 1,700 public schools scattered across the country (Ibid). Langer (2011), established in a study that although the SFP is not the only educational intervention programme in Kenya. Yet the SFP facilitated the realization of other educational interventions by the Kenyan government. Examples of such interventions are the free Primary Education (FPE) and the Early Childhood Development (ECDE) policies (Chepkwony, Kariuki & Kosgei, 2013). In Langer (2011), it is established that the Kenyan SFP is also used as a strategy to ensure the realization of an increase in school enrolment and retention of rural children and girl child education.

2.5.2 Overview of the GSFP

Ghana was the first country in Sub-Saharan Africa to implement the SFP to meet the modelled guidelines of the NEPAD as described in the CAADP. The formulation of the GSFP started in the year 2004 and with a piloted approach which was carried out from September to December 2005 (Aliu and Fawzia; as cited in NEPAD, 2005b), the programme has been operational since the year 2005 to date. The long-term objective of the GSFP was to contribute to poverty reduction and food security and to increase school enrolment, attendance and retention of school children, which has the ultimate goal of achieving MDG 2.

2.5.3 Successes of the GSFP

According to Afoakwa (n. d) the programme coverage and expansion have been successful since the inception of the SFP in 2005. The programme started with about ten (10) schools, one from each region of Ghana (Aliu and Fawzia, 2014). However, Afoakwa (n.

d, p. 4) found out that in 2006 the beneficiary schools were increased to two schools in each region, which scaled the number up to 200 schools covering 69,000 pupils in all districts. The programme was further expanded in 2007 from 200 to 975 schools, catering for about 408,989 kindergarten and primary pupils. Therefore, as at the end of the first quarter of 2007, the SFP had already attained its 2007 end of year projected target of 889 schools and about 320,000 pupils were absorbed unto the Programme (Ibid).

In the year 2009, at least two schools were enrolled in the programme in each district covering 1,696 schools across the country, with 656,624 pupils receiving meals daily (Afoakwa, n.d, pp 4). It was projected that in 2010, the first phase of the programme would have ended and about 1.04 million primary school and kindergarten pupils would have benefitted from the programme. Before the end of the year 2010, the programme had covered more than 25% of all primary and kindergarten pupils across the country and this figure was expected to increase to about 34% by the end of 2011 after the projected expansion (Ibid).

2.5.4 Increase in Educational Enrolment and Retention

As one of the objectives, the GSFP has helped increase school enrolment, attendance and retention. It has been established that the average student enrolment in the beneficiary schools have increased from around 20% to 25%. This is also accompanied by an average attendance and retention rate of about 90% to 95% in schools (GoG, 2007; De Hauwere, 2010). Similarly, Aliu and Fawzia (2014) emphasized that the GSFP has led to an improvement in the education of the pupils in beneficiary schools as there has been an increase in pupils' enrolment which has also reduced school drop-out rates considerably. SEND-Ghana, one of strategic partners of the programme state in their survey that school enrolment, attendance and retention in public primary and kindergarten schools in Ghana

has improved in terms of numbers in comparison with 2005, which was significantly lower. The major contributing factor that has changed the basic school education in Ghana is the GSFP which was introduced nine years ago as part of government's efforts to meet the Millennium Development Goals (MDGs) on education, poverty alleviation and food security. Currently, the SF has benefited over 1.6 million school children in 4,952 schools (SEND-Ghana, 2013, p. 1).

Likewise, Fowler (2012) confirmed in a study that the school feeding program has met stakeholder expectations. Particularly, there has been a positive relationship between the SFP and a reduction in absenteeism and truancy, improving classroom behaviour and increasing enrolment as well as relieving short term hunger. The participants also reported an unexpected improvement in the behaviour of the child at home, increased household income, and extra meals being served at home.

2.5.5 Challenges in the GSFP

A review of the GSF in four districts of Ghana established in the findings that stakeholders felt specific improvements were needed for qualified cooks, increased use of locally sourced foodstuff and the attachment of school farms to existing GSFP for beneficiary schools (Quaye, Essegbey, Frempong, & Ruivenkamp, 2010). The same assertion is established in Afoakwa (n. d) that there are no established procurement models or processes that serve as guiding principles for caterers and suppliers of the foodstuff purchased for the programme. SEND-Ghana further established in their research that beneficiary caterers are either not paid on time or are partially paid. It was even captured that a caterer in Kumasi threatened to withhold all services until all arrears owed her were paid. This trend has rendered the caterers unable to procure the standardized foodstuff, and

has 'pushed' caterers to result to the provision of low quality food in the feeding (SEND-Ghana, 2013).

Community participation according to Afoakwa (n. d) is deemed important but has varying degrees across the country. Community ownership is important to the sustainability of the programme, but there exists a weak linkage between stakeholders and the programme. Lack of community participation existed in most beneficiary communities. Aliu and Fawzia (2014) emphasize that there is a lack of commitment from community stakeholders in the implementation of the programme. This has led to the indifferent posture of community actors. In the work of ECASARD/SNV Ghana (2009) the findings included the fact that the various stakeholders in the implementation process that is, the District Implementation Committee (DIC), Schools Implementation Committee (SIC) and the matrons should be sensitized about the need to purchase foodstuff and that the implementation process also required the participation of the farmers from the beneficiary community.

Political patronage and connotations have been one of the main challenges in the implementation of the GSFP, according to De Hauwere (2010). This notion permeates the attitudes of DICs, caterers and teachers. According to SEND-Ghana (2013), the most challenging concern observed in all ten regions was the over politicization of the GSFP. Stakeholders are of the view that, some caterers behave with impunity due to their perceived political affiliation and clout. Some District Chief Executives (DCEs) also ban monitors and evaluation contingents from performing their duties in certain districts because of their political power.

In sum, the School Feeding programme has been accepted by various scholars as one of the means to achieving MDG 2. It is also established from the above review that some

attempts have been made to under study the progression of the SFP, especially in area of enrolment, attendance and retention of students, although not enough. However, it is imperative for this study to also look at the administrative and management processes of the programme in relation to ideas, institutional and actors.

CHAPTER THREE

METHODOLOGY

3.1 Introduction

In this chapter, the researcher seeks to describe the methodology used to conduct the study. The chapter presents the study area, research design, target population, sampling arrangement, data collection, data management and data quality control as well as data analysis procedures used in this study.

In order to answer the research questions of the study, a combination of desk review of other relevant materials and consultations from respondents from the field are employed in the study.

3.2 Study Area

The Bosomtwe District is located in the central part of the Ashanti Region. It lies within latitude 6 degrees 43 North and longitude 1 degree 46 West. It spreads over a land area of 718 square metres. The District is bound on the North by Atwima Nwabiagya and the Kumasi Metropolis and on the East by Ejisu-Juabeng Municipality. The Southern section is bound by Amansie West and Bekwai Municipal Assembly (formerly Amansie East Districts). Kuntanase is the District Capital of Bosomtwe.

3.3 Research Design

The study employs a mixed method approach. In all (60) respondents were selected for the. Thus, in-depth interviews and semi-structured interviews were employed to obtain information from some of the direct and indirect stakeholders of the SFP for the study. Both quantitative and qualitative methods of analysis were employed as tools to produce the information from the data

for the report. While thematic and descriptive analyses were used for the qualitative data, tables and graphs were used where appropriate to analyse the quantitative data.

3.4 Target Population

The target population for the study comprised of the Director in charge of the GSFP in the MoLGRD, the Coordinator at the National Secretariat and some of the stakeholders within these categories: District Implementation Committee (DIC) of the School feeding program, School Implementation Committee (SIC) of the selected school, the Parent Teacher Association (PTA) of selected schools, Head Teacher, pupils, Matrons, Farmers, Opinion Leaders, and ordinary citizens.

3.5 Sample Size and Sampling Procedures

A sample size of sixty (60) respondents, in all was chosen for the study. This gave a true representation of the population chosen for the study. This was made up of some of the stakeholders responsible for the implementation of the school feeding programme at the national and district level.

A multi-stage sampling technique was used to select the sample for the study. This employed the use of purposive and convenience sampling techniques. These techniques were employed due to the scattered nature of the population; that is whereas some of the respondents were found within the selected district, the rest of the other stakeholders were within the MoLGRD and the GSF secretariat at the national level. It was therefore, important to adopt a sampling technique that could give a true representation of the population. A multi-stage sampling technique was deemed

appropriate for the study to obtain a sample size that would be more representative of the population.

The Bosomtwe District was purposively sampled for the study as well as some of stakeholders responsible for the implementation of SFP in the district. Frankel and Wallen (2003), appropriate a purposive sampling technique that based on the previous knowledge of a people and the specificity of the purpose of the research, a researcher may use personal judgment to purposively select a sample. Consequently, the Bosomtwe District Assembly, the MoLGRD and the Ghana School Feeding Secretariat were selected due to the researcher's knowledge of their importance to the subject matter of the study. Approximately, sixty (60) respondents were purposefully selected for interview. This provided enough space for the researcher to obtain in-depth information and understanding for the study.

The researcher further selected the District capital of Bosomtwe and other beneficiary schools of the adjoining communities based on the researcher's own judgment for the study as stated in Frankel and Wallen (2003). Finally, a convenient sampling technique was employed, due to the scattered nature of the respondents and the limited nature of the time frame. Consequently, the researcher visited the respondents at their various locations and conveniently selected them for the interviews.

3.6 Data Collection

An introductory letter from the Centre for Social Policy Studies (CSPS) was taken to each of the research locations that researcher visited to solicit the needed co-operation and assistance for the collection of data. Data collection was done within a week in the Bosomtwe District and that of the MoLGRD and the GSF Secretariat in two days upon the return of the researcher from

Bosomtwe. To ensure a high rate of response and cooperation, the research instruments was administered by the researcher himself to the respondents at their varied locations.

3.6.1 Instrument for Data Collection

The study employed an interview schedule for data collection. An interview schedule was employed for the data collection due to the important nature of the study. This afforded respondents the opportunity to give in-depth answers to the questions posed to them. The self-administered interview schedule was used for all the 60 the respondents.

A combination of both open-ended and closed-ended questions was used for the interview schedule. As stated by Gall, Borg, and Gall (1996), the open-ended form of questions allow respondents to add information to the survey; whereas the close-ended form makes quantification and analysis of the results more manageable. Consequently, the open-ended questions were used in order to give respondents the opportunity to provide detailed information about certain key objectives of the study while the close-ended questions were used in order to quantify certain answers that were provided to some key questions.

The instrument for the interview was divided into different sections. The first section focused on the demographic characteristics of the respondents, and the other sections focused on the key objectives that research sought to achieve. In most of the questions under each section of the instrument, closed-ended questions were asked first before they were followed by open-ended ones. The close-ended questions were meant to generate specific answers in order aid in measurement. The open-ended questions were thus to facilitate the generation of qualitative data for the study. This further provided an opportunity for the respondents to give in-depth information to justify the answers given to the close-ended questions.

3.7 Data Safety Assurance

In the work of Cohen, Swerdlik and Smith (1992), an instrument is said to be valid when it measures exactly what it is supposed to measure. In order to ensure that the instrument designed measures exactly what it was designed to measure, the items on the research instrument was designed to reflect the intended objectives of the study. In terms of the reliability of an instrument, it is argued by Best and Khan (1997), that reliability is the degree of consistency that an instrument or procedure demonstrates by measuring consistently and precisely whatever it measures. Consequently, to ensure reliability in the study, the instrument for data collection was pre-tested to make all the necessary alterations so as to fetch exactly the response that will help the researcher analyse the work before it was administered in the mainstream research. Additionally, supervisors of the dissertation, as well as Master of Arts colleagues were consulted to edit the items on the instrument to ensure it reflected the intended objectives of the study.

3.8 Ethical Considerations

Ethical approval and administrative permissions for the study were sought before data collection was embarked upon. The respondents were assured of the confidentiality of their responses and were provided with a well-communicated verbal consent so that participation could be voluntary. Data were kept confidentially throughout the study as has been stipulated by the Research Ethical Committee of the University of Ghana, Legon. Similarly, in cases where the researcher was not able to interpret exactly what respondent meant in the information obtained, the telephone numbers of respondents were taken with the aim of calling for clarification. In cases where the researcher did not need any clarification from respondents, information given was kept safely in order to protect the identity of the respondents.

3.9 Data Analysis

An analysis in a research presents specifically what the case of the research is. Therefore, in this study the stakeholders who were directly and indirectly involved in the SFP at the district and the national level constituted the researcher's unit of analysis. This was informed by the fact that the researcher sought to use political economy to analyse how stakeholders contribute to a social equity programme such as the GSFP.

The data collected was separated into two. The information generated from the close-ended questions was entered into a Statistical Package for Social Science (SPSS) for analysis. The results were presented by using descriptive statistics such as frequency tables and charts. Also, the results from the open-ended questions was cleaned, transcribed, summarized, organized, and interpreted into thematic and sub-thematic headings. Based on the themes narratives were used for the presentation of the qualitative data.

CHAPTER FOUR

DATA PRESENTATION AND ANALYSIS

4.1 Introduction

The Chapter sought to present the findings of the data collected for the study. This was done through the analysis of the data collected from the field in the form of charts and tables and in a chronology as indicated in the objectives.

4.2: Section A: Demographic Characteristics of Respondents

This sub-section of the chapter deals with the demographic characteristics of the respondents.

This ensured first-hand information on the respondents of the study

The first question that was posed by the researcher had to do with the gender of the respondents.

The results obtained from the responses are displayed in Table 4.1 below.

Table 4.1: *Sex of Respondents*

		Frequency	Percent
Valid	Male	26	43.3
	Female	34	56.7
	Total	60	100.0

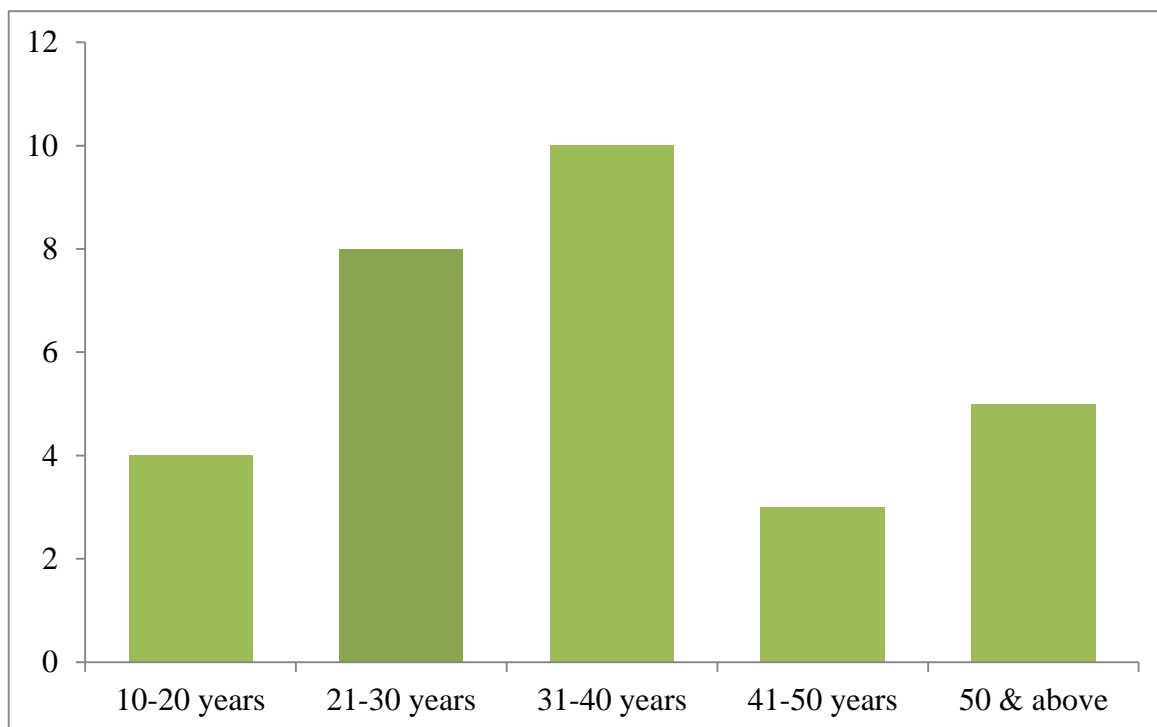
Source: Field Data (2015)

From the Table 4.1, out of the total of 60 respondents that took part in the study; 34 of the respondents were female which represented 56.7% of the total respondents while the remaining respondents numbering 26 were male which represented 43.3% of the total number of the

respondents. This suggested that the study almost gave equal opportunity for each and every one to take part in the study.

In the same vein, the study sought to find out about the age categories of the persons who took part in the study. Figure 4.1 below provide detailed evidence on the respondents' ages.

Figure 4.1: *Ages of Respondent*



Source: Field Data (2015)

The Figure 4.1 above, respondents who fell within the age bracket of 31-40 represented the majority of the total number of respondent who took part in the study. This was represented by 33.3%. This was followed by respondents between the ages of 21-30; they represented a total of approximately 26.7%. This was so because majority of the respondents within this bracket also

had their children in the lower primary schools. This was followed by respondents who were either 51 or above with 16.7% then 13.3% and 10% for ages 10-20 and 41 to 50 respectively.

From the analysis, it is clearly indicated that respondents within the age bracket of 21-30 and 31-40 were more represented in the study than the other ages. This was due to the reason that persons within the said age bracket were expected, all other things being equal, to have their children enrolled in basic schools than the rest of the brackets. As a result, they had an immediate stake in the GSFP. Similarly, ages 51 and above appeared significantly in the study due to the reason that persons of that age play an important role in Ghanaian communities.

In addition to the demographic characteristic, the respondents were asked about their occupational background. This was important as it helped the study to obtain more information about the kind of persons who were involved in the GSFP. The results are depicted in table 4.2

Table 4.2: *Occupation of Respondents*

		Freq.	Percent
Valid	Unemployed	18	30.0
	Agriculture	18	30.0
	Self-employed	4	6.7
	Salaried worker	20	33.3
	Total	60	100.0

Source: Field Data (2015)

From the table 4.2 above, four major economic activities that can be found in the chosen study area were represented in the study. 33.3% of the total respondents of the study were represented by salaried workers; this was as a result of the inclusion of some key stakeholders in the study.

30% of the same total was represented by farmers (Agriculture). Similarly, the unemployed were represented in the study capturing 30% of the total. However, only 4 respondents were found to be self-employed; represented by 6.7% of the total. This analysis emphasized that different people from diverse economic backgrounds took part in GSFP.

4.3 Main Data Analysis

Similarly, in this section the research objectives and questions were addressed through the main items on the questionnaire. The results were chronologically presented under the following thematic headings:

- ❖ Institutional analysis of the GSFP
- ❖ Contribution of the SFP to enrolment and achievement of MDG 2
- ❖ Ascertaining the challenges associated with the implementation of the programme

4.4: Section B: An Institutional Analysis of the GSF

In order to undertake the institutional analysis of the GSFP, this section was further divided into the following headings:

- Examination of the beneficiaries' understanding of legislations and legal framework of the GSFP
- Beneficiaries' understanding of key Actors in the command chain of the implementation process of the GSFP
- Ascertaining beneficiaries' understanding of the ideas that brought about the GSFP

4.4.1 Examination of Beneficiaries' Understanding of the Legislations and Legal Framework

In the quest to inquire about the laws/ legal framework that pertain to the implementation of the GSFP a question was posed to find out the general knowledge of respondents. With the exception of the stakeholders who are directly involved in the implementation of the SFP, all the other respondents indicated that they had little or no knowledge about the legal documents that back the SFP. The following are some of the responses that were given by the respondents:

“It is for the council so I don't know what laws you are talking about” (Palm-wine Seller, Kuntanase, 9/6/15)

“I am not a member of the ruling party so I don't know anything concerning what you are talking about. Only members of the ruling party go to meeting on the programme and they know all that it is about the programme” (Community member, Jachie, 10/6/15)

Contrary to the response above, the following verbatim quotations also represent those who express knowledge in the legal backings of the GSFP. However, the respondents in this category were given by those who play direct roles in the implementation process of the programme. Below are some of what they had to say:

“All that I know is [that] there is FCUBE in the constitution and government saw that Ghanaians are farmers and poor. Therefore, government brought the programme through FCUBE” (Headmaster, Kuntanase Roman Catholic, 12/6/15)

“I am guessing, but I think the SFP has its legal backing from the Ministry of local government by-laws. Since they oversee to the programme implementation”
(Headmaster, Piase District Assembly School, 11/6/15)

“The SFP operates not from a specific legal document, but a myriad of them. For example because it is under the MoLGRD, the programme is operationalized under the Local Government Act (Act 462)” (Director, School Feeding Secretariat, 15/6/15)

In order to further ascertain how stakeholders familiar were with any legislation/ legal framework that back the GSFP, the research asked the respondents if they were aware of any rules and regulations that govern the programme.

The rules and regulations in this context had to do with the extent to which beneficiaries were aware of the daily cooking arrangement of the SF. The aim was to find out if parents were aware of what constituted the food component for SFP, since there were existing cooking menu as part of the original policy of the programme. Likewise it was also to ascertain whether beneficiaries knew what their roles were as parents whose children were being fed under the GSFP. Table 4.3 below gave a yes/ no answers to explain how the responses came out.

Table 4.3: *Awareness of the Rules and Regulations of GSFP*

		Freq.	Percent
Valid	Yes	12	20.0
	No	48	80.0
	Total	60	100.0

Source: Field Data (2015)

From the Table 4.3, majority of the respondents which constituted approximately 80% of the total number of respondents responded “no” to the question posed to them. However, 20% which represented the rest of the respondents answered “yes”. Generally, only the respondents who had roles in the implementation of SF Programme responded positively to the question.

In the literature, an ‘institution’ is defined as the formal rules and the informal constraints that shape human interactions. These rules and constraints emanate from constitutions, laws, regulations and anything that is specifically defined (North, 2003). Similarly, informal constraints are the norms that are unwritten; they are inherently acquired through socialization and oral traditions. In Ghana, informal rules emanate from the activities of our communities and the chieftaincy and traditional authorities (Aikins, 2011). These social relationships give natural willingness for members of a society to take ownership for a communal programme such as the GSFP and protect it. Clearly, the results suggest that the GSFP has an institutional framework, thus, legislative/ legal framework that supports the implementation. For example, the framing of FCUBE under the 1992 constitution provides legal ground for every social intervention programme in order to facilitate the achievement of universal basic education for all.

However, from the analysis above, the results suggest that beneficiary communities have very little or no knowledge about the legislative/legal framework that backs the SF programme. This phenomenon has made it very difficult for the beneficiaries to own the programme and protect it as their shared property. This suggests policy incoherence between the framers and the beneficiaries. There is therefore the need to embark on further studies to ascertain the reasons accounting for the lack of ownership from community members. However, a few key respondents expressed their knowledge about the legal frame work that pertains to the

implementation of the GSFP. This is confirmed through the mention of ‘FCUBE’ and ‘Acts of Parliament’ which are all part of the formal institutions that directly or indirectly back the GSFP implementation.

4.4.2 Beneficiaries’ Understanding of Key Actors in the Command Chain of the Implementation Process

This sub-section of the analysis discusses the actors of the GSFP as stated in the policy document and how beneficiaries perceive them. The sub-section also helps in understanding why the programme is been managed by the identified actors as stated in the chapter two. This was also used to analyze what the policy document says and what the situation on the ground was.

The process of obtaining information for this sub-section aimed at helping the researcher find out what framers of policy expected to achieve with the programme and how beneficiaries accept or reject the policy. Before proceeding further with respondents in this section, a general question was asked to find out if respondents knew some of the actors in the implementation process of the SFP. Almost all the respondents were able to mention some of the key actors that are known in the policy document as ‘stakeholder’ in GSFP. However, it is worth noting that at least every respondent was able to mention either the President or the DCE of the locality as a key actor of the programme.

Having established beneficiaries’ knowledge about the actors of the programme, the researcher went further to find out whether the beneficiaries had any knowledge as to why there were certain key persons directly tasked to manage the GSFP. Below are some of the quotations from respondents to that question:

“They are from NDC party that is why they are the only people who are rewarded to lead a programme that is supposed to be for the whole community”. (A Farmer, Piase, 11/6/15)

“Politics, if not what else will make them select people who are known to belong to the ruling party in this our district alone?”(Former Caterer, R/C Primary, Kuntanase, 9/6/15)

“They are the people that they [politicians] can loot money with. Else why didn't they select people from other political party?” (Elderly Man, Illiterate, Kuntanase, 12/06/15)

“How can one person be the matron and her children are the cooks for the programme? Is it not politics what else?”(Former Caterer, R/C Primary, Kuntanase, 9/6/15)

On the other hand the respondents who established knowledge as to why some actors were directly selected to oversee the implementation of the programme were the stakeholders who already understood the policy document of the GSFP. Aside the key implementers, none of the respondents gave a response that suggested that they had any idea of the original policy document and the need for example, for the DCE to be charged with the oversight responsibility of the SFP in the district.

From the findings based on the responses above, the research has indicated the establishment and the institutionalization of patronage relationship in the uptake of the School Feeding Programme. This confirms the work of Lindberg (2003) which states that patron client relationships or

patronage are not codified formal rules of engagement in Ghana ,but informal institutions that are rooted in the culture and history of Ghana. The analysis is also in agreement with the assertion by Helmke and Levitsky (2003) and Pejovich (1999), that communities have their established informal institutions such as norms, socially-shared rules, usually unwritten, that are created, communicated, and enforced outside of officially-sanctioned channels as established in the GSFP.

Although, the SFP has a drafted policy that dictates its implementation process, however due to how the appointment of actors of the programme are selected, beneficiaries have formed their informal understanding that the GSFP is used as a means of rewarding party activists by appointing them leaders of the programme. These informal rules formed by beneficiaries about the programme confirm the assertion by Lindberg, (2003) that patronage is an institutionalized phenomenon in Ghana. Lindberg further explains that patronage signifies the willingness to cater for constituents through the use of time, political power or authority, as indicated in the case of GSFP. There is therefore the need to embark on a study to find out about how social intervention programmes are communicated to the understanding of beneficiaries.

4.4.3 Ascertaining Beneficiaries' Understanding of the Ideas that Brought About the GSFP

Under this section, ideas mean the main objectives of GSFP as stated in the chapter one. In order to answer this aspect of the research, the study sought to inquire from respondents the rationale behind the introduction of the SFP. This was to aid the researcher to ascertain whether beneficiaries' understanding of the essence of the SFP were in consonance with what exists in the policy document of the GSFP.

The need for this question was as a result of the problem that was identified that unregistered children come from outside the school to be fed during lunch time with food for the SFP. However, when the question was posed to respondents, most of the respondents exhibited an idea that was contrary to the idea of the SFP as was drafted for in the policy document. Below are some of the ideas respondents shared about their understanding of the idea for the uptake of SFP:

“It [the programme] was sent to us so that they can campaign with during the time of elections”. (A Farmer, Piase, 11/6/15)

“I know that the government provides food to our children because during the time of NPP government it was provided. So they too want be popular by providing it” (Community member, Abono, 9/6/15)

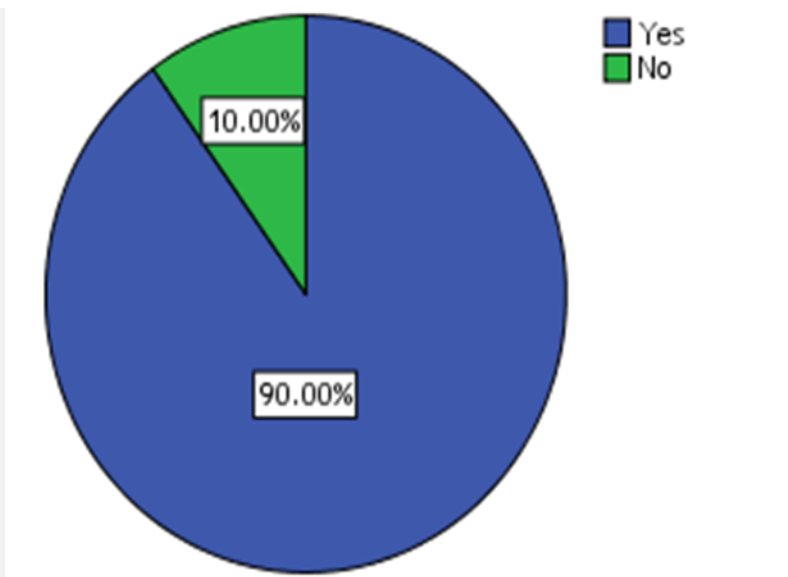
“The government has seen that people like us [single mother of five] don’t have any resource. So government has heard about our plight and has come to our aid.” (Palm-wine Seller, Kuntanase, 9/6/15)

In the analysis above, there is a clear disagreement between the main ideas of the GSFP programme and the understanding beneficiaries have about the programme. This gave a lot of credence to the notion as indicated in the Rondinelli, McCollough and Johnson (1978), that for an efficient and effective implementation of a programme, there must be an understanding of the political, economic, social and behavioral characteristics of beneficiary communities. In this case the study suggested a gap between the understanding of the original idea of the programme and the how beneficiary communities accept concept of the programme.

4.5: Section C: Contribution of SFP to Enrolment and the Achievement of MDG2

A question was posed to the respondents of the study to find out whether they had noticed an increment in the enrolment of school children in their community. The objective was to find out whether the SFP has helped contribute to school enrolment in the communities. Based on the objective, a “yes” or “no” question was posed to respondents in order to quantify the extent to which the community confirm or deny enrolment increase. Figure 4.2 presented the figures which represented what the respondents had to say.

Figure 4.2: *Increase in School Enrollment*



Source: Field Data (2015)

From the Figure 4.2, majority of the respondents, 54 out of the total 60 gave 90% consent that there has been an increase in the school enrolment. However, only 10 % of the rest of the respondents gave a contrary view that there has not been an increase in school enrolment.

In order to allow respondents to tell their own story as to whether what they thought about enrollment was justifiable or not, a space was provided for respondents to provide the reasons to that effect. Below are some of the reasons given by respondents to confirm that there has been an increase in school enrollment:

“Because parents don’t pay anything on feeding, my friend even recently brought her sister’s children to attend school here”. (Community member, Abono, 9/6/15)

“Saint George’s R/C school was over flooded with pupil to the extent that all the other school children had to leave D/A school. It took the continues effort of the District and the then Energy Minister to bring some of the SFP to D/A school and now that school is also full” (District Coordinator- GSFP, Kuntanase, 9/6/15)

“Because we are poor farmers here and we don’t want our children to suffer like us. Therefore, we send all our children to school after all they are fed over there” (A Farmer, Piase, 11/6/15)

However, the respondent who stated that there has not been an increase in school enrollment also suggested the following as their reasons:

“There has not been an increase in enrollment as far as I’m concerned. I always see kids who ought to be in school walking about in search of plastic bags” (Retired Teacher, Abono, 9/6/15)

The analysis is in agreement with the studies by Buttenheim, Alderman and Friedman, (2011) in the Lao Democratic Peoples Republic. The findings of that study found out that with the introduction of the SFP in the Lao DPR by WFP, the country was able to increase its primary school education enrolment by 80 percent. However, in spite of the increase, some children of school going age were unable to get access to educational facility; this was as a result of inadequate classroom space and long distance to school facility. Similarly, as confirmed in the analysis by some of the respondents, classroom space remains a challenge to enrolment. There is therefore the need for future investigation into classroom accessibility and school enrolment and the SFP.

In order to further detail out the contribution of SFP, another question was posed to the respondents to find out whether boys and girls were being enrolled in school equally. The essence was to ascertain whether the programme has brought about equal access to education in terms of sex. Table 4.4 indicated the percentage of respondents who answered “yes” or “no”.

Table 4.4: *Gender disparity in educational enrolment*

		Freq.	Percent
Valid	Yes	36	60.0
	No	24	40.0
	Total	60	100.0

Source: Field Data (2015)

From table 4.4 above, 60% of the respondents which constitute the majority answered “yes” to confirm that boys and girls are being sent to school equally under the SFP. However, 40% of the respondents answered “no” to the question to suggest they do not think boys and girls are being sent to school equally. The figures from the table although shows that majority of the

respondents think “yes” to the question, but that notwithstanding a significant number of the respondent also think otherwise.

In spite of the questions posed already in this section to respondents, the researcher further asked a question to find out if as a result of the implementation of the GSFP, there can be the achievement of the universal primary education by the end of the year 2015. This question was asked in order to find out if respondents have any idea that one of the objectives of the SFP was to bring about the realization of the MD2 by the end of the year 2015. Table 4.5 indicated all results that were given by respondents.

Table 4.5: *Achievement of Universal Primary Education by 2015.*

		Freq.	Percent
Valid	Yes	24	40.0
	No	36	60.0
	Total	60	100.0

Source: Field Data 2015

From table 4.5 above, respondents gave their answers to what they think about the GSFP and the achievement of the MDG2. 24 out of the total respondents of 60 agreed with the assertion that the GSFP can lead to the realization of the MDG2, these respondents represented 40% of the total. However, a greater number of the respondents, thus 60% disagreed with the assertion that the GSFP can lead to the realization of the MDG2 by the end of 2015.

In justification of the response to the table 4.5 above, the respondents were asked a subsequent question that provided them the space to give reason to confirm why they answered the way they

did. Below are some of the responses of those who agreed that the GSFP can lead to the achievement of MDG2:

“Yes, because majority of children of this community are now in school and it doesn’t also mean that every will be sent to school. But at least majority will be in school”. (Matron GSFP, R/C Primary, Kuntanase, 9/6/15)

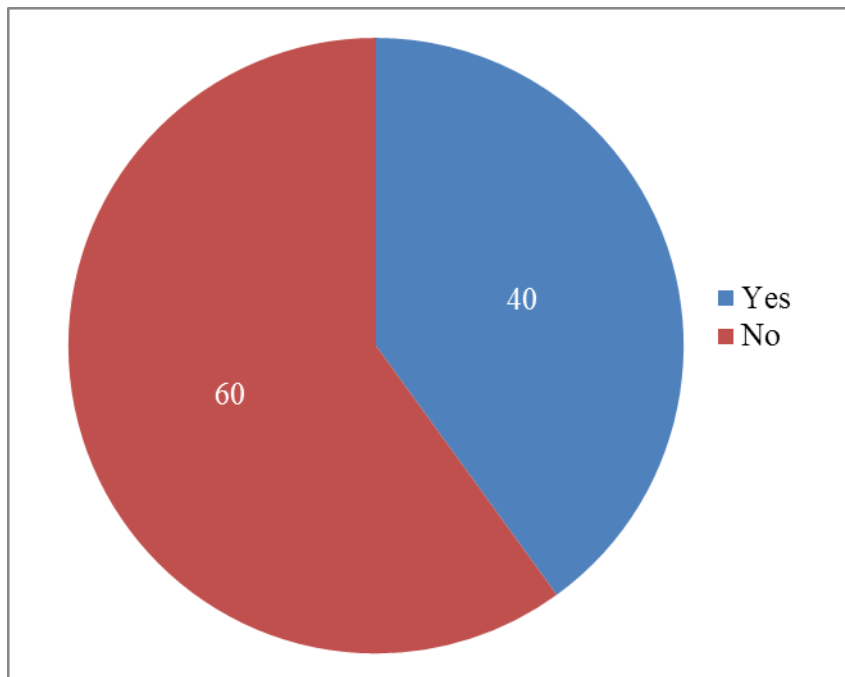
“In this community since I was born I have never seen a period where children are sent to school like this. R/C recently was full to the extent that some children didn’t get a space in classrooms”. (Elderly Man, Illiterate, Kuntanase, 12/06/15)

In contrast to the responses above, the following reasons were given by those who disagreed with the achievement of MDG2 by 2015:

“No because the programme is not receiving the needed attention and contributions from government. Also not all the community members prefer to send their kids to school; some prefer going to the market with them”. (District Coordinator- GSFP, Kuntanase, 9/6/15)

“The money is too small for feeding per a child; currently the government provides only 30 Ghana pesewas per child per day. And parents complain of stomach upset of their wards whenever they are fed in school”. (Headmaster, R/C Primary Kuntanase, 9/6/15)

Figure 4.3: *Implications of SFP Termination on Retention.*



Source: Field Data (2015)

Figure 4.3 represented the results to the question that was posed to respondents concerning either or not children would remain school if government terminated the continuation of the implementation of the GSFP. This question was to further ascertain the contribution of the GSFP, as well as to find out if parents would show commitment to still keep their children in school. The result suggested that without the SFP it would be difficult for parents to keep their children in school.

From the Figure 4.4, only 36.7% of the consulted respondents showed a positive response that without the SFP they will still keep their children in school. This response did not seem very encouraging due to smaller the percentage of respondents who were committed to keeping their children's education without the programme. Contrary to the response of 36.7% of the total

respondents, 63.3% representing majority of the total respondent were of the view that without the SFP it would be very difficult to keep children in school.

This analysis confirmed the findings that SFP has a strong positive relationship with attendance and retention as indicated in De Hauwere (2010). Similarly, this assertion is found in Ahmed (2004) and Ahmed and del-Ninno (2002), thus all the studies confirm that SFP is a strong indicator for attendance and retention. Also, with evidence from the analysis above there is a clear indication that parents have kept their children in school as a result of the free meals. A study by Kezianga, de Walque and Alderman (2012) in Lao People's Democratic Republic also confirmed that children especially, girls were kept in school due to the provision of food for both children and their family.

Finally, in order to further assess the contribution of the SFP in relation to enrolment and the achievement of MDG2, the researcher also sought to find out the extent to which the programme has also contributed significantly to the household income of the beneficiary communities. This idea was to ensure that a social intervention programme such as the GSFP programme does not only help children, especially in school enrolment. Again, it was to find out whether or not there is a relationship between SFP and household income and consumption. This idea was to study whether parents were motivated by the programme to continuously keep the children in school. In so doing, then the SFP would have achieved its objective of contributing to beneficiary communities.

In analyzing the contribution of the programme in the various households of the beneficiary communities, parents were not put together as one entity rather mothers and fathers were separately placed as distinct individuals in order to ascertain the gender dimension of how the

GSFP has helped households differently. This was to provide information as to whether parents were motivated to allow their children to access the SFP in order to help in realization of the objective of achieving universal primary education by the end of the year 2015, through enrolment. Below are some of the reasons that both mothers and fathers gave as benefits they have derived from the SFP:

Benefits that respondents thought mothers had enjoyed from the SFP were captured as:

“I don’t have to wake up early in the morning to prepare food for my child because they get food to eat from their school”. (A mother, Piase, 11/6/15)

“I am able to confront my other colleagues who previously thought they were the only people whose children could have access to formal education”. (A single mother, Kuntanase, 9/6/15)

“My mother didn’t use to buy dress for me except Christmas but she buys some for me of late. So I think it’s because of SFP, since she can now save the chop money [pocket money]”. (Girls Prefect, D/A Primary, Kuntanase)

Similarly, the following verbatim quotations were some of the reasons given by respondents to justify how the SFP has helped fathers:

“I can I now buy my Akpeteshie [local gin] without the fear that I need to keep some for my children in the morning. After all by the time they return I would have gone out to work for supper”. (Fisherman, Abono [this place is where the lake Bosomtwe is located], 9/6/15)

“Fathers can now save their money save some for other things like fertilizer and pesticides” (A Farmer, Jachie, 10/6/15)

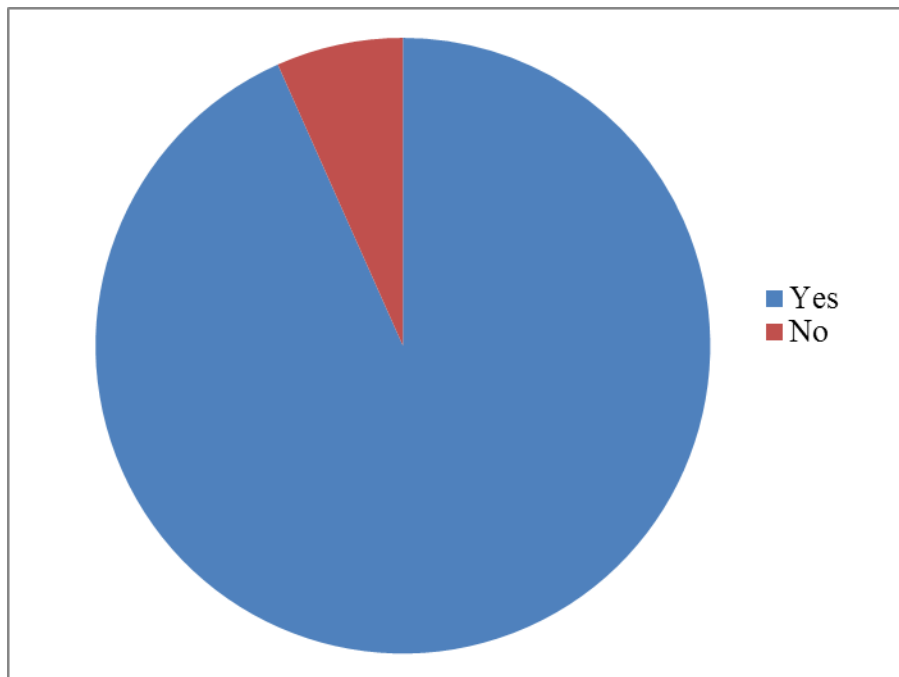
Similarly, a study by Kezianga, de Walque and Alderman (2012) in Lao People’s Democratic republic established that there is the tendency for parents to keep children in school, especially when the household also benefits from the SFP. Although in the case of GSFP the household do not get direct hand out in terms of benefits, but based on the responds from the respondents, it is confirmed that households have benefitted from the programme. The correlation here is that households in Lao DPR also benefited by receiving some food items as established by Kezianga, de Walque and Alderman (2012). In the case of Ghana the communities were provided with ready market as well as the means of saving money as indicated in the quotations.

4.6: Section D: Challenges Associated to the GSFP Implementation

In this section, the study seeks to find out more challenges that confront the GSFP, although the problem statement indicated some of the problems. In this section the respondents were asked if they were aware of other forms of challenges that may not be known to the researcher for documentation.

To find out about some of the challenges associated with the GSFP, the research posed a question to discover whether the programme had any forms of challenges at all. This was to help the researcher to know the extent of challenges and the level of awareness of the respondents. . Figure 4.5 below gives a pictorial evidence of respondent’s views about challenges in the GSFP.

Figure 4.4: *Challenges Associated with the GSFP*



Source: Field Data (2015)

From Figure 4.4, approximately 93.3% of the total respondents agreed there exists some challenges in the implementation of the SFP. However, 6.7% of the respondents disagreed there exists some challenges in the implementation process of the GSFP.

In order to justify the dissenting views by the majority of the respondents and that of the minority, the researcher provided space for respondents to justify their positions. Below are some verbatim quotations of the respondents to justify their agreement of the existence some challenges in SFP implementation:

“Insufficient funds for the programme. 0.50 Ghana pesewas per pupil per day are not enough”. (District Coordinator- GSFP, Kuntanase, 9/6/15)

“The food is one way [sic] and not sweet. It makes us go to toilet [it makes us have a running stomach]”. (Class six Pupil, D/A primary, Abono, 9/6/15)

“The selection of the caterers has been a difficult issue beyond us, and I cannot go into it because of my position. But even when these new caterers were selected, they sacked one’s send us to court”. (DIC member, Kuntanase, 12/6/15)

“We don’t follow the food menu and sometimes we don’t cook at all, because government funds don’t for sometimes six months”. (Caterer, D/A school Piase, 11/6/15)

However, respondents who disagreed that there were no challenges provided their reasons as follows:

“I don’t think there is a challenge. All that know is that the government is trying and you know that people don’t like the government here”. (Community member, Jachie, 10/6/15)

“The children go to fine. I don’t think anything is wrong with the SFP. What else can we ask of government?” (Farmer, Piase, 11/6/15)

Political interference has been one of the major challenges of GSFP that the study discovered through a review of various studies such as De Hauwere, (2010) and SEND-Ghana (2013) and as indicated in the problem statement. The study therefore sought to find out from respondents whether political colouration has been a challenge to the implementation of the programme in the chosen district. This was to help the study confirm or deny the findings in De Heuwere, (2010)

and SEND-Ghana (2013) report that emphasized politicization has been a challenge for the implementation of the GSFP.

In quest to analyzing the veracity or otherwise of the above assertion, the respondents gave the following answers to a “yes” or “no” question. The Table 4.6 below gave the percentages to the responses:

Table 4.6: *Political Colouration in GSFP*

		Freq.	Percent
Valid	Yes	54	90.0
	No	6	10.0
	Total	30	100.0

Source: Field Data (2015)

From the Table 4.9 above, out of the 60 respondents who answered to the above question, 54 of the total responded ‘yes’ to the question, representing the majority. This represents approximately 90% of the respondents. However, 6 out of the 60 respondent which constituted a smaller number responded “no” to the question, and the response represented only 10 percent of the total.

From the above analysis, the study has confirmed the findings that were established in work of De Heuwere, (2010) and that of SEND-Ghana (2013). This suggested that the implementation of GSFP has been understood as a political tool of patronage, rather than a social intervention programme that sought to bring equity.

To ascertain the veracity of the existence of challenges facing the GSFP, the researcher posed further questions. This was to help inform the study the specific challenges associated with the

SFP in the Bosomtwe District of Ashanti Region. Below are some of the quotations that were given to the researcher by respondents:

“The matron asked us [pupil] to come to school with fire wood else they cannot cook for us”. (Class 5 Pupil, D/A primary, Kuntanase, 12/6/15)

“The District provided us with a tank but there is no water to fill it. Although it is the duty of the District to fill the tank each time but they don’t do it”. (Headmaster, D/A Primary, Piase, 11/6/15)

“We need classrooms. The children keep coming and as you saw the classroom...we have about forty seven pupil in class five alone”. (Headmaster, R/C Primary, Kuntanase, 9/6/15)

“The Matron here doesn’t cook [prepare] good food, but I can’t do anything about it. Because of politics, else they will transfer me”.(Headmaster ,R/C Primary, Kuntanase, 9/6/15)

In addition to the challenges, the study sought to find out the extent to which respondents thought the challenges could affect the sustainability of the GSPF. This was to find out about how beneficiary communities will respond to the GSFP if the identified challenges continued. The following are some of what respondents had to say:

“We will keep our children in the house if they keep running because of the food. We can’t be buying medicine with our small money” (Palm-wine Seller, Kuntanase, 9/6/15)

“Since they sacked us the supposed NPP caterers some of the parents took their children from the school. So for me I think the programme can collapse if these issues continue”. (Former Caterer, R/C Primary, Kuntanase, 9/6/15)

“If caterers do not cook regularly as expected, the rationale behind the programme would not be achieved” (District Coordinator- GSFP, Kuntanase, 9/6/15)

CHAPTER FIVE

CONCLUSION, SUMMARY AND RECOMMENDATIONS

5.1 Introduction

The chapter sought to present the summary, conclusions and recommendations of the study. The recommendations were made based on the results of the major findings that came up in the analysis of the study and conclusions were drawn based on the findings. The chapter also considered the implications of the findings for social policy practices as well as suggestions for future studies.

5.2 Summary

The study sought to carry out a study on the Ghana School Feeding Programme through the use of the political economy analysis framework with use of actors, ideas and institutions in the Bosomtwe District of the Ashanti Region. The study was structured to achieve the following objectives:

- ❖ To undertake an institutional analysis of the GSFP
- ❖ To assess the general contribution of the programme to school enrolment and the achievement of MDG 2.
- ❖ To ascertain the challenges associated with the implementation of the programme.

Due to the objectives of the study, the reviewed literature was related to materials that had to do with political economy analysis framework and its application to actors, institutions and ideas in the implementation of social intervention programme such as the SFP. Other studies that have been conducted by scholars within and beyond Ghana that related to the contribution of school feeding programme to enrolment, retention, and universal primary education were reviewed to

inform the study. Also some of other literature that had to do with the challenges of SFP in general was consulted.

5.3 Summary of Major Findings

The research has revealed that, beneficiary communities do not have any knowledge of the legislation/ legal frame work that pertains to the GSFP. Similarly, aside the key respondents who directly play in the implementation of the SFP, the rest of the beneficiary communities do not have any idea about the routine cooking arrangement of Programme and what the objectives of the programme were.

Again, the study revealed the perception of political patronage in the SFP. Respondents were found to have no knowledge about the importance of the selection of certain key actors such as the DCE and the Coordinators to handle the operations of the SFP at the district and community level. To the beneficiaries, government does the appointments in a way of fulfilling its side of the patron-client agreement.

The study has also identified that beneficiaries have their own set of informal institutions that guide the acceptability or otherwise of the GSFP. To the beneficiaries the programme means something other than what the policy formulators have put on paper.

Majority of the respondents who constituted 90% agreed that the SFP has political colouration. Thus, the programme is for party campaign message rather a social assistance programme.

It was also revealed that beneficiaries did not have any idea about objectives of the SFP. To the beneficiaries, the programme is a campaign tool that is instituted in order for the government of the day to have a campaign message.

The study has also discovered that at least, there is a significant increase in the rate at which girls are being sent to school through the SFP. Respondents in the study accepted that girls and boys were been sent to school equally. However, a few of the respondents were of the contrary view.

The research has also identified that the SFP has different positive relationship with parents [mother and father] in a household. While it helps fathers in saving income for family upkeep, the programme has also helped mothers in putting to other profitable use the time they used to spend in kitchen every morning to prepare food for children.

It was revealed in the study that achieving MDG2 by 2015 will be difficult. Majority of the respondents said it is not possible, while the remaining few said it is possible.

Also, the study found out that there were a lot of challenges in the implementation of GSFP. This was represented by almost all the respondents. Some challenges had to do with: poor caterers' selection; lack monitoring of caterers; lack of disbursement of funds to caterers and also sometimes caterers do not show up to cook at all in some school among other issues.

The study found out that the SFP has been the main reason why parents have kept their children in school. It was also revealed that without the programme parents will not be able to keep their children in school. Only few of the respondents agreed they could keep children in school, however, majority of the respondents stated that they could not keep their children in school without the SFP.

The study noted that currently the government allocates a feeding fee of GHC30 pesewas to each child per day. However, a contrary amount of GHC50pesewas was also given by another key stakeholder of SFP. Invariably, the amount was found to be too small.

Selection of Caterers was identified to be a problem. This was pervasive to the point that a matron had all her daughters as the cooks of a school.

5.4 Conclusion

One of the primary objectives of social policy is concerned with the means of enhancing the capabilities and the opportunities of the vulnerable and the disadvantaged in society. Thus, social policy aims to ensure the well-being of people and their communities through the introduction of social protection programmes that ensure social equity with the aim of bridging the gap between the advantaged and the disadvantaged in society. Educational intervention programme such as the SFP is one of the means to support, educate and empower people and their communities.

Therefore, in order for social policy practitioners to achieve their core objective of giving hope to vulnerable and disadvantaged people and their communities, there is the need to understand the socio-cultural, political, economic and the belief systems that pertain to the people and their communities that a programme is targeted at. It is against this background that the findings of this study will serve as a reference point for policy makers to put in extra effort in understanding and making communities and beneficiaries of programmes part of the processes. When this is done, the community will understand the essence of the programme, which in effect will facilitate their acceptance and owning of the programme. This will also help the programme to realize its objectives. For example the findings of the study has revealed that beneficiaries had no knowledge of rules and regulations that had to do with routine cooking arrangements of the programme, however, if beneficiaries had an idea of the implementation process it would inform their attitudes and acceptance of the programme as their own.

The study showed that beneficiaries of the School Feeding Programme in the Bosomtwe District of Ashanti Region have no knowledge of the relevance the Actors, Ideas and Institutions that support the implementation of the programme. Although they were other positive results in the area of enrolment and retention, generally there were many challenges identified in the programme from the District under study. It was further revealed that the achievement of the universal primary education by the end of 2015 will be difficult to achieve if not impossible. This was represented by 60% of the respondents saying it is impossible while the remaining 40% of the total respondents answered it was possible to achieve universal primary education by 2015.

5.5 Recommendations

The study seeks to recommend the following:

At the governmental level of policy making, the study will help inform government and its agencies about the importance of consultation which otherwise would have been treated as trivial in policy making. In the light of this, all efforts should be taken to try in the future to promote an all-inclusive consultation in a developmental programme in order for the beneficiaries to accept the programme as their own.

Again, the results of the study will serve as a guide for policy actors in the Ashanti region and Ghana as a whole to bring beneficiaries and communities on board whenever there is the need to implement a particular policy like the GSFP. Also this will aid in understanding how community members of a beneficiary social intervention programme acquire their 'own' knowledge about

such programmes. Hopefully, this will therefore cause policy makers be more consultative in their future programmes.

There should be an Act of Parliament that will ensure the sustainability of the GSFP. This is imperative because of the result of the study, which suggested that most parents without the SFP will not be able to keep their children in school.

It is recommended that there should be the need to put out a laid-down procedure in the selection of caterers. This should be advertised openly for everyone who has interest to part-take in the process to do so. This has become urgent due to the fact that almost all the respondents consulted in the study had a problem with the selection of cooks for the programme.

Also there should be a means of educating beneficiary communities. This will make it easy for them to accept and understand the programme. By doing this, beneficiaries will regard people who are appointed directly to the management of the programme as the rightful persons who occupy their portfolio by merit rather than the perception that they are appointed through political patronage.

It is also recommend that the management of the SFP should be handled at all levels by a private administrator who does not show partisan inclinations or does not have a political affiliation. This way, the programme would be transferred from the direct control of MoLGRD to a private organization that will ensure better accountability.

There must be effective and regular M & E of the programme so as to check the activities of the Caterers. This is needed due to the fact that most caterers do not follow the laid down cooking arrangements for the programme.

The Headmasters should be empowered to have a say in the selection of a caterers for the beneficiary school.

It is recommended that the SFP should not be used as a campaign tool by any political party. This will help demystify the political colouration that has crowded the success of the programme and any political party that defies the rule must be sanctioned from general elections.

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APPENDIX**INTERVIEW GUIDE OR QUESTIONNAIRE**

My name is Obed Opoku Afrane and I wish take a few minutes of your time to talk to you about your views concerning the GSFP. The information being sought from you is purely for the purpose of the research and thus the information provided will be treated as confidential and would solely be used for academic purpose. Your participation in this study is highly appreciated.

SECTION A: BACKGROUND INFORMATION

1. Sex: 0=Male [] 1=Female []
2. Age: 0=10 - 20 years [] 1=21 – 30 years [] 2=31 – 40 years [] 3=41 - 50 years [] 4=51 and above []
3. Marital status: 0=Single [] 1=Married [] 2=Separated [] 3=widowed []
4. Number of children: 0= None [] 1=1 – 3 [] 2=4– 6 [] Other:
5. Are your children attending school? 1=Yes [] 0=No [].
6. If no, any reasons for the child not attending school?
..... □
(Skip 5 and 6 if student)
7. Occupation: [] 0=Unemployed 1=Student 2= Agriculture 3=Self- employed
4=Salaried work (formal sector) 5=other (specify):.....

SECTION B: ASCERTAINING THE IDEA, ACTORS AND INSTITUTIONS THAT SUSTAIN THE SFP.

1. Where does the idea of the programme emanate from?
2. Who are the owners of the programme?
3. Who are the actors in charge of the programme?
4. Do you know what brought about the programme? 1=Yes [] 2=No []. If Yes or No please provide a reason.....
5. Do you know of any legal framework that supports the implementation of the programme? 1=Yes 2=No. If Yes or No please provide a reason.....
6. Does SFP have any political colouration? 1=Yes 2=No. If Yes or No please provide a reason.....
7. Do you think Caterers are selected on merit? 1=Yes 2=N0. If YES or No please provide a reason.....
8. Do you know about any rules and regulations that govern the programme? 1=Yes [] 2=No. If Yes or No please provide a reason.....

SECTION C: CONTRIBUTION OF THE SFP TO ENROLMENT AND ACHIEVEMENT OF MDG 2.

9. Is there children of school-going-age who are still in the house in this community? 1=Yes 2=No. if Yes or No please provide a reason.....
10. Do you think there's been an increase in school enrolment recently? 1=Yes 2=No. if YES or NO pleas provide a reason.....
11. Do you think boys and girls are being sent to school equally? 1=Yes 2=No. if Yes or No please provide a reason.....

12. Can this lead to the realization of universal primary education at the end of the year 2015? 1=Yes 2=No. if Yes or No please provide a reason.....
13. Do you think without the programme people will remain in school? 1=Yes 2=No. if Yes or No please provide a reason.....
14. How do you think the programme has helped women and men differently in terms of household income?

SECTION D: ASCERTAINING THE CHALLENGES ASSOCIATED WITH THE IMPLEMENTATION OF THE PROGRAMME.

15. Is there any challenge associated to the implementation of the SFP? 1=Yes 2=No. If YES provide some of the challenges.....
16. Do you think the challenges are peculiar to this District or they are national in character?
17. How can the challenges affect the sustainability of the programme?
18. In your opinion, what can be done about the challenges?

SECTION E: EXAMINING HOW THE CHALLENGES COULD BE MITIGATED

19. Is there anything that can be done about the challenges identified above?
20. How can challenges be addressed?
21. How can we avoid any future recurrence of the challenges identified?

Thank you for your participation in the research