

**THE RELATIONSHIP BETWEEN THE DISTRICT EDUCATION STRATEGIC
PLAN AND COMMUNITY PARTICIPATION TOWARDS QUALITY BASIC
EDUCATION DELIVERY IN SALAGA TOWN COUNCIL**

By

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A Thesis submitted to the Department of Sociology and Social Work, Kwame Nkrumah

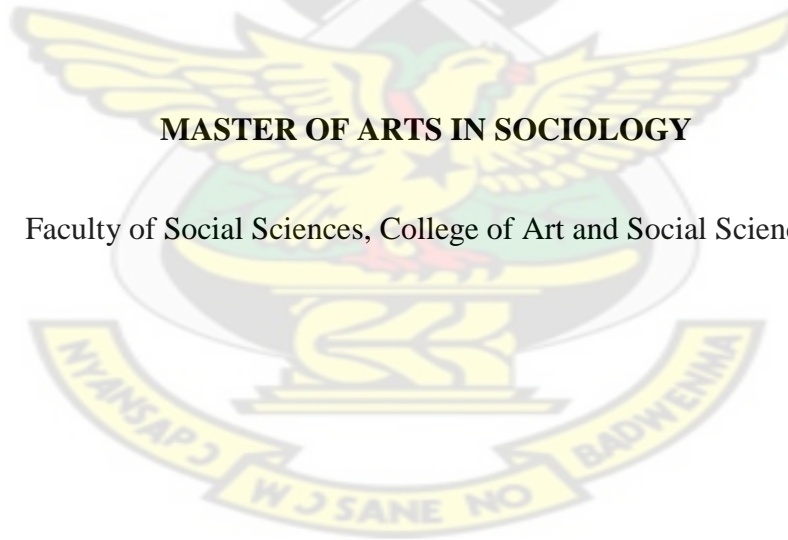
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CERTIFICATION

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

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DEDICATION

I dedicate this work to my father, Mr. Daniel Kwesi Asuo; my mother, Hawa Lansache Seidu; my wife, Christine Ama Asuo; my children, Anwaar-Sadat Asuo, Umayma Uzebia Esenama Asuo and Ruyaa Enyonam Asuo; and my granddaughter Mujahidatu Asiwome Anwaar-Sadat Asuo.

KNUST



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ABSTRACT

Ghana's Republican Constitution (1992), especially article 35 paragraph 6 (d) and article 245, and the adoption of Sector Wide Approach through the Education Strategic Plan are indication of government's commitment to decentralisation and effective use of development assistance for poverty reduction through quality education delivery especially basic education. In spite of these, academic performance at the Basic Education Certificate Examination level has persistently been low, especially in Salaga town council.

The specific objectives of this study were to assess stakeholders'; level of knowledge about District Education Strategic Plan (DESP) development/planning process, level of participation in DESP planning and level of participation in school performance monitoring. The study also covered the challenges to effective participation in the planning and implementation of DESP, and developed an action plan to ensure stakeholders' outstanding performance in; level of knowledge about DESP planning process, level participation in planning DESP, level participation in school performance monitoring, and effective participation.

The study was an action research using Participatory Learning and Action meant to explore and describe the relationship between DESP and community participation towards quality basic education delivery in Salaga town council. Stakeholders in education such as District Assembly (DA), District Education Office (DEO), Community Based Organisations (CBOs), School Management Committees/Parent Teacher Associations (SMCs/PTAs) and Community and Religious Leaders (CRLs) within Salaga town council were the target population. Stratified and purposive sampling techniques were used to select participants. In all ten (10) group interviews were used to collect primary data related to research questions and objectives of this study. Descriptive statistics and qualitative analysis were used.

This study revealed that;

- Majority of stakeholders' level of knowledge about DESP planning process was weak or at the information level. It was only the DEO whose level of knowledge was average or partnership level.
- Stakeholders level of participation in DESP planning was weak or at the information level.

- Majority of stakeholders' level of participation in school performance monitoring in the implementation of DESP was weak or at the information level.
- District level stakeholders' identified challenges to effective participation in the planning and implementation of DESP as inadequate funds, time wasting, terrain and community level stakeholders' lukewarm attitude towards participation.
- Community level stakeholders' identified challenges to effective participation in the planning and implementation of DESP as district level stakeholders' fear of accountability, resistance to change, lack of participatory skills, communication gap and others (inadequate funds, time wasting, terrain, and lukewarm attitude).
- District and community level stakeholders' action plans were meant to ensure; high level of knowledge about DESP planning process, high level participation in planning DESP, high level participation in school performance monitoring in the implementation of DESP, and to curb challenges to effective participation in the planning and implementation of DESP.

The study made the following recommendations;

- DEO should collaborate with other decentralised departments for community mobilisation and sensitization on decentralisation concept and Education Strategic Plan with emphasis on rationale, process and roles and responsibilities.
- DEO should use district and community structures such as area council, circuits, zones, electoral areas, SMCs/PTAs, CRLs, chiefs and elders, unit committees, assembly persons, District Education Over-sight Committees, and Social Services sub-committees in the planning and implementation of DESP.
- District level stakeholders especially DEO and DA should use participatory approaches such as question-and answer sessions, public hearings, education forum, School Performance Appraisal Meetings, town meetings and open-days among others in planning and implementation of the DESP and other policies to ensure good governance.

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ABBREVIATIONS

ADEAP	Annual District Education Activity Plan
ADEOP	Annual District Education Activity Plan
BECE	Basic Education Certificate Examination Certificate
C/Ss	Circuit Supervisors
CBOs	Community Based Organisations
CPC	Community Participation Coordinator
CRLs	Community and Religious Leaders
DA	District Assembly
DCD	District Coordinating Director
DEOC	District Education Oversight Committee
DEO	District Education Office
DESP	District Education Strategic Plan
DFO	District Finance Officer
DDE	District Director of Education
DMTDP	District Medium Term Development Plan
DPIP	District Performance Improvement Plan
DPO	District Planning Officer
E/A	English and Arabic
ESP	Education Strategic Plan
GCO	Girl Child Officer
G & CC	Guidance and Counseling Coordinator

GES	Ghana Education Service
MOE	Ministry of Education
NSP	National Service Persons/Personnel
PTA	Parent Teacher Association
SEA	Schooling Education Assessment
SMC	School Management Committee
SPAM	School Performance Appraisal Meeting
SPIP	School Performance Improvement Plan
SWAp	Sector-Wide Approach
UNESCO	United Nations Education Scientific and Cultural Organisation
UNDP	United Nations Development Programme
UNPF	United Nations Population Fund
USAID	United State Agency for International Development



CHAPTER ONE

INTRODUCTION

1:1 Background of the study

The major responsibility of the Ministry of Education is to promote quality education delivery in Ghana. This requires adequate resources for the provision of physical facilities, equipment, teaching and learning materials (TLMs), adequate number of trained teachers, and promotion of gender equity in enrolment and retention among others. The Ministry of Education in 2003 adopted the Education Strategic Plan (ESP), which is a Sector Wide Approach to development assistance, in its quest to ensure the effective use of resources at the national level. Consequently, District Education Offices were directed to develop their District Education Strategic Plan (DESP) in line with the ESP (Ministry of Education, 2003).

The ESP (2003-2015) is a result-based sector-wide plan which covered all levels and aspects of education such as; Pre-school, Primary, Junior High, Senior High, Teacher education, Special education, Technical/Vocational education and Tertiary education. The thematic areas of the ESP (2003-2015) are; Equitable Access to Education, Quality of Education, Educational Planning and Management, and Science, Technology and Technical Vocational Education and Training (Ministry of Education 2003).

The thematic areas of the ESP/DESP are consistent with the Medium Term Expenditure Framework (MTEF), which linked budget to specific activity/activities, and findings of a number of important reports and strategies such as the Ghana Poverty Reduction Strategy

(2002), Education Sector Policy Review (August, 2002), Education Sector Review (October, 2002), Meeting the Challenges of Education in the 21st Century/President's Commission on Review of Education Reforms in Ghana (October, 2002) and Education for All (UNESCO 2000). The ESP (2003-2015) harmonise these reports and strategies under the four (4) thematic areas using ten (10) related policy goals. These policy goals gave meaning to the thematic areas. Therefore, Equitable Access to Education is meant; to increase access and participation in education and training (Goal 1), promote and extend pre-school education (Goal 8), and provide equal opportunities to access the full cycle of education (Goal 10). Quality Education was meant to; improve the quality of teaching and learning for enhanced pupil/student achievement (Goal 2), promote good health and environmental sanitation in schools and institutions of higher learning (Goal 4), improve the quality and relevance of academic and research programmes (Goal 7), and identify and promote education programmes that will assist in the prevention and management of HIV/AIDS (Goal 9). Education Management was meant to; improve and strengthen educational planning and management (Goal 5). Science, Technology and Vocational Education and Training was meant to; improve and extend technical/vocational education and training (Goal 3), and promote and extend the provision of mathematics, science and technology education and training (Goal 6) (Ministry of Education 2003).

At the District level, the ESP (2003-2015), is operationalised into three (3) distinct plans such as; the DESP, which is a five (5) year plan; Annual District Education Operational Plan (ADEOP), which is a three (3) year-rolling plan; and Annual Education Activity Plan (ADEAP) which is a one (1) year plan. These plans though distinct were inter-

related and inter-dependent. The ADEAP contained issues from the ADEOP which also contained issues from the DESP (Ministry of Education 2003).

In line with Ghana's decentralisation process, the Education for All/Fast Track Initiative and the Paris Declaration on Aid Effectiveness, the participatory approach was recommended for education planning at the various levels. Therefore stakeholders such as Community Based Organisations (CBOs), School Management Committees/Parent Teacher Associations (SMC/PTAs), District Assembly (DA), District Education Office (DEO) and Community and Religious Leaders (CRLs) were to be part of the planning and implementation of the various plans.

The DESP had features or sub-headings such as; district problems or challenges related to the four (4) thematic areas of the ESP (2003-2015), related policy goal, outcome, strategy, output, activity, time frame, responsible unit, and collaborators. The ADEOP had sub-headings such as; national indicative target, district baseline indicators, district indicative targets, activities, budget, responsible unit, collaborating units, monitoring and evaluation, and priority level. The ADEAP also had sub-headings such as; district priority, activity, implementation unit, required input, budget, funding source, and which quarter of the year.

1.2 Problem Statement

Globally, there was a growing desire for decentralisation. This was evident from the World Conference on Agrarian Reform and Rural Development (1979) which declared

amongst others that participation by the people in the institutions and systems which governed their lives was a basic human right. Participation was also essential for realignment of political power in favour of disadvantaged groups, and for social and economic development.

The protracted debate about the effectiveness of foreign aid to the economic growth of recipient countries led to the Paris Declaration for Aid Effectiveness in March 2005, which identified five partnership commitments such as ownership, alignment, harmonization, managing for results and mutual accountability to ensure that development aid worked. The Sector Wide Approach to development was adopted mainly because of the general dissatisfaction of most stakeholders with the impact of aid on poverty reduction and quality of life of people in developing countries. The World Bank's requirement for support to implement Millennium Development Goal two (2), achieving universal basic education was based on the partnership commitment of the Paris Declaration for Aid Effectiveness; and International Monetary Fund's support for Education for All/Fast Track Initiative, especially the catalytic fund was based on the sector wide approach to development assistance (Addae-Boahene 2007; World Bank 2006).

In furtherance to decentralisation in Ghana, article 35 paragraph 6 (d) provides that *“the state shall take appropriate measures to make democracy a reality by decentralizing the administrative and financial machinery of government to the regions and districts and by*

affording all possible opportunities to the people to participate in decision-making at every level in national life and in government” (Republican Constitution of Ghana 1992).

Also, article 245, sub-section (a) states that *“parliament shall, by law, prescribe the functions of District Assemblies which shall include; (a) the formulation and execution of plans, programmes and strategies for the effective mobilization of the resources necessary for the overall development of the district” (ibid).*

In addition the National Development Planning System, 1994, Act 480, section 2, sub-section (1) also states that *“a District Planning Authority established under the Local Government Act, 1993 (Act 462) shall; initiate and prepare District Development Plans and Settlement Structure Plans in a manner prescribed by the commission and ensure that the plans are prepared with full participation of the community”*. And section 3, sub-section (1) states that *“a District Planning Authority shall conduct a public hearing on any proposed district development plan” (ibid).*

The Ministry of Education as part of its efforts at decentralisation and effective utilisation of resources especially foreign aid, adopted SWAp. This ensured that resources were tied or linked to specific activities to produce specific results. Therefore, ESP (2003-2015) linked the Ministry of Education (central government) and district (local government) specific activities related to Equitable Access to Education, Quality of Education, Educational Planning and Management, and Science, Technology and Technical Vocational Education and Training to the education sector budget.

In spite of efforts at ensuring decentralisation and aid effectiveness in Ghana through the ESP/DESP, academic performance especially at the Basic Education Certificate Examination (BECE) level, a major indicator of quality basic education delivery had persistently been poor. For instance, at the national level the Basic Education Certificate Examination (BECE) performance continues to be very poor. The BECE League table indicated that sixty-two Percent (62%), fifty percent (50%) and forty-nine percent (49%) of the students qualified for placement into Senior High School in 2008, 2009 and 2010 respectively (GES 2009; GES 2010).

The situation at the district level especially East Gonja, was not very different. The BECE League table indicated that the number of students who qualified for placement into Senior High School in East Gonja district were 42%, 31% and 28% for 2008, 2009 and 2010 respectively. A break down of the results according to area councils and circuits indicated that the number of pupils who qualified for placement into Senior High School within Salaga town council were 37.1%, 25.58% and 20.19 % for 2008, 2009 and 2010 respectively (East Gonja District Education Office 2010).

This downward trend in academic performance at the BECE level became a matter of concern to stakeholders in education such as the DA, DEO, SMCs/PTAs, CBOs, CRLs, teachers, and pupils within the Salaga Town Council, and social scientists.

1.3.1 Research Questions

This study was guided by the following questions;

1. How was the DESP developed?

2. How were stakeholders in education involved in the DESP planning?
3. How did stakeholders' participate in school performance monitoring in the implementation of the DESP towards quality basic education delivery?
4. What were the challenges to effective community participation in the development and implementation of the DESP towards quality basic education delivery?
5. What should be done to ensure effective stakeholder participation in the planning and implementation of the District Education Strategic Plan towards quality basic education delivery?

1:4 Objectives of the study

The objectives of the study are classified as general and specific objectives which directed the study. The general objective of this study is to explore and describe the relationship between the District Education Strategic Plan and community participation towards quality basic education delivery in the Salaga Town council. However, the specific objectives are to;

1. Assess stakeholders' level of knowledge about DESP planning process.
2. Assess stakeholders' level of participation in the planning of the DESP towards quality basic education delivery in Salaga Town Council.
3. Assess stakeholders' level of participation in school performance monitoring in the implementation of the DESP towards quality basic education delivery in Salaga Town Council.
4. Identify challenges to effective community participation in the planning and implementation of the DESP towards quality basic education delivery in Salaga Town Council.

5. Assist stakeholders develop action plans for effective community participation in the planning and implementation of the DESP towards quality basic education delivery in Salaga Town Council.

1.5 Research Assumptions

1. Community participation in the planning and implementation of the DESP would lead to quality basic education delivery.
2. The effective use of existing community structures would ensure community participation in the planning and implementation the DESP.

1.6 Justification of the Study

The study was significant because;

1. The ESP is anchored on the Sector-Wide Approach to development assistance especially, sourcing funds from the World Bank and International Monetary Fund to address Millennium Development Goal 2 (universal basic education), and the Education for All/Fast track Initiative respectively. This study would contribute to the on-going debate regarding the effectiveness of foreign aid to developing countries or recipient countries.
2. The poor academic performance especially, the BECE results at both the national and district levels require the use of participatory approach for action planning to facilitate quality basic education delivery. This study will assist stakeholders develop an action plan to improve upon academic performance especially at the BECE level.

3. The 1992 Republican Constitution of Ghana was explicit on the right of people to fully participate in the initiation and preparation of District Development Plans and Settlement Structure Plans at the district level. There was a growing perception that the DESP planning and implementation were not participatory. The findings will help clarify the misconception about DESP planning and implementation.
4. Literature on the relationship between the DESP and community participation towards quality basic education in Ghana was uncommon or completely not available. The findings will serve as reference material for future studies.

1.7 Definition of Concepts

Action plan: refers to district and community level stakeholders' proposed activities to achieve outstanding performance level of knowledge about DESP process, stakeholders' level of participation and stakeholders level of participation in school performance monitoring in DESP implementation.

Basic Education: refers to two years of Kindergarten education, six years of Primary school education and three years of Junior High School education (Ministry of Education 2003).

Community and Religious Leaders (CRLs) refers to chiefs, sectional heads, leaders of religious denominations and opinion leaders within a community.

Community Based Organisations refers to identifiable groups or associations such as hair dressers/beauticians, tailors and dress makers, traders, market women, and faith based organisations within a community.

Community level Stakeholders: refers to SMCs/PTAs, CRLs, CBOs, teachers and pupils within Salaga town council.

Community Participation: refers to stakeholders (both district and community levels) involvement and influence in the planning and implementation of the DESP. This is a continuum which starts with information sharing, to consultation, to partnership, to collaboration, and ends at empowerment.

Community Structures: refers to SMCs/PTAs, CRLs, CBOs, school-communities, unit committees, electoral area, town council, Assembly persons, circuit, zones and cluster centres.

Decentralisation of Education refers to the transfer of executive responsibility of the provision and management of basic and second cycle schools to the District Assembly/District Education Office.

District Education Strategic Plan refers to a management tool which indicates the District Education Office's broad operational areas (thematic areas), its indicative targets aligned with the national policy goals, how it intends to accomplish its targets, its partners, and funding sources for the accomplishment of its mission and realisation of its vision.

District level Stakeholders: refers to the District Assembly officials and District Education Office staff.

Field Staff: District Assembly officials and District Education Office staff such as Circuit Supervisors, Community Participation Co-ordinator, Guidance and Counseling Officers, Girl Child Officer and Examination Officer among others who serve as a link between district authorities and community level stakeholders

Parent Teacher Association: refers to parents, guardians and persons interested in the education of children of a particular school

Quality basic education delivery: refers to learners' education outcome, specifically BECE results which was influenced by learners health (nourishment and attitudes to learning), learning environment (Classrooms, recreation, water, sanitation), the content of education (Relevance of curriculum to citizenship, decision-making and peace), and education process (Trained teachers, teaching methods, provision of basic needs, supervision).

Role: is the pattern or standard regulating the participation of a person in a concrete process of social interaction with specific partners.

School Management Committee: is the governing board of a basic school which composes representatives of community and district education stakeholders such as the DA, DEO, SMCs/PTAs, CBOs, and CRLS among others.

Stakeholder participation: refers to "any process that involves stakeholders in problem-solving or decision-making and use stakeholder input to make better decisions" (International Association for Public Participation 2006:13).

Stakeholder's participation in school performance monitoring: refers to stakeholder(s) such as DA, DEO, CBOs, SMCs/PTAs, CRLs, teachers and/or pupils' interest in quality basic education delivery in support of the implementation of the DESP.

Stakeholders: refer to groups or organisations such as DA, DEO, CBOs, SMCs/PTAs, CRLs, teachers and/or pupils' who have direct interest, investment or involvement in basic education delivery.

Stakeholders' knowledge: refers to DA, DEO, CBOs, SMCs/PTAs, CRLs, teachers and/or pupils' ability to comprehend the exact or explain in their own way with similar or same understanding the DESP planning process.

Stakeholders' participation in planning: refers to regularly providing, soliciting and using information and input from stakeholders about education concerns and issues, especially in the planning of DESP.

Stakeholders' participation in school performance monitoring: refers to DA, DEO, CBOs, SMCs/PTAs, CRLs, teachers and/or pupils' tracking or keeping an eye on school environment (classrooms, recreation, water and sanitation), content of education (citizenship), pupils health, and process of education (teachers, teaching methods, textbooks) to ensure best academic performance especially, BECE results.

Strategic planning: the process of analyzing an organization's objectives, environmental constraints and opportunities, competitive strengths and weaknesses, and organisational structure and culture for the purpose of developing policies and programmes which were most effective for the achievement of the organisations vision.

Town/Area council: refers to settlements or villages found in Metropolitan and District Assemblies under the local government structure with a population between 5,000 and 15,000.

1.8 Operational Definition of Concepts

Level of knowledge: refers to stakeholders' ability to recall processes, procedures and strategies used in the planning of the DESP on a continuum which begins with providing information, embarking on consultation, developing partnership, seeking collaboration and ends with empowerment. Level of knowledge can be 1 (weak), 2 (poor), 3 (average), 4 (good), and 5 (outstanding).

Level of participation: is the determination of how stakeholders were involved in the planning and implementation of DESP on a continuum which begins with providing information (1), embarking on consultation (2), developing partnership (3), seeking

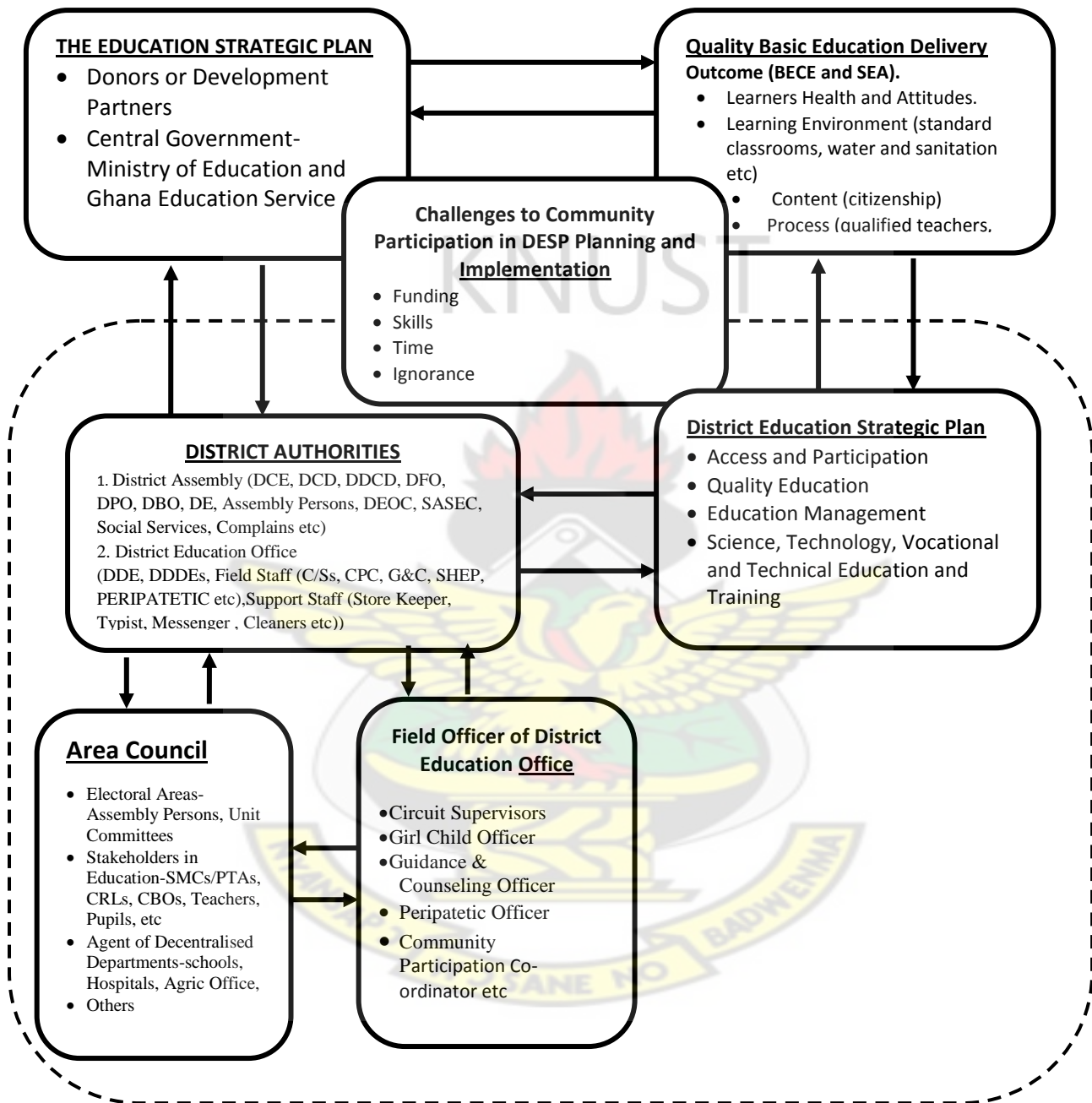
collaboration (4) and empowerment (5). Level of participation can be 1 (weak), 2 (poor), 3 (average), 4 (good), and 5 (outstanding).

School performance monitoring: Stakeholders performing their roles to ensure schools have adequately staff, adequate teaching and learning materials, regularity and punctuality of pupils and teachers, standard school structure, and recreational facility among others towards high academic performance. School performance monitoring can be 1 (weak), 2 (poor), 3 (average), 4 (good), and 5 (outstanding).



1.9 Conceptual Framework on Decentralised Education Management System in Ghana.

Figure 1.1 Conceptual Framework on Decentralised Education Management System in Ghana.



Source: Field Data, 2010.

Decentralised education management in Ghana began in 1995 under the free, Compulsory and Universal Basic Education (fCUBE). The ESP (2003-2015) is meant to deepen

stakeholders' participation in decision making and ensure the effective use of resources especially, foreign aid to improve the quality of life of the people. The educational system is structured such that stakeholders' role are interrelated and inter-dependent. From the donor community and central government (Ministry of Education) to the Ghana Education Service (national, regional, district, circuit) and community level stakeholders, there are vertical (formal) and horizontal (informal) relationship between and among stakeholders in education. The Ghana Education Service as the implementing agent of the Ministry of Education execute policies and programmes of the ministry such as ESP/DESP through structures such as regional and district directorates of education. At the district level the DEO was structured around four (4) Deputy Directors of Education namely; Planning, Finance and Administration, Supervision and Human Resource Development who are usually referred to as frontline directors. The district is further divided into circuits, zones, cluster centres and school-communities for effective participation and management. These divisions are also done based on the local government structure (constituency, area council, electoral area, and units).

The DEO has field staff or extension officers such as Circuit Supervisors, Community Participation Coordinator, Training Officer, Examination Officer, Monitoring and Evaluation Officer, Girl Child Officer, Peripatetic Officer, and Guidance and Counseling Officer who manage these circuits, cluster centres and school communities through participatory approaches such as SPAM; SPIP development, review and update; open days, town meetings, education fora, and public hearings on draft DESP/ADEOP/ADEAP among others. Community stakeholders are recognised, mobilized and strengthened by the Ministry of Education and Ghana Education Service. Community level stakeholders;

level of knowledge about DESP and other policies, level of participation in the planning of DESP, level of participation in school performance monitoring, challenges to effective participation in the planning and implementation of the DESP and action planning are dependent on the participatory approaches used by field staff or extension officer. The levels were ranked ordered from the least to the highest as; inform- consult-partner- collaborate-empower. Also the actions and inactions of all stakeholders in education at all the levels affected participation in DESP planning and implementation and the quality of basic education delivery.

1.10 Scope of the Study

The study covered stakeholders in education such as DA officials, DEO staff, SMCs/PTAs, CBO, CRLS, teachers and pupils within the Salaga town council in East Gonja district between 2010 and 2011. The focus of the study was also limited to basic education and not the entire education structure. This was because the researcher had limited time and resources for the study. Therefore, the findings were limited to Salaga town council. However, should the findings of the study become applicable to other area councils, levels of the education structure and districts; it was not deliberate but purely coincidence.

1.11 Limitations of the Study

Events such as the findings or revelations about Customs Exercise and Preventive Service officials at the Tema port and Cocoa smuggling at Ghana's borders by Anas Arimeyao Anas on national television made stakeholders especially district level stakeholders (DA and DEO) skeptical about this study. What even made it worst was the

idea of using a digital camera to film the group discussions, stakeholder meetings and roundtable discussion. The researcher tried to convince district level stakeholders to allow pictures and video clips of the processes to be taken to serve as reference material in the form of a documentary and photo exhibition but they refused.

Ideally, there should have been at least a female in the PLA team as a research assistant but it was not the case. The inclusion of females could have enriched the study especially their observation skills. Most stakeholders either could not get females who had time or the will to be part of the study as research assistants. The researcher co-opted two female staff of the DEO who agreed and took part in the training and field testing exercise but declined to be part of the actual field work. The researcher tried to convince the two female staff personally and also sought the assistance of the District Director of Education, who was a female, but could not convince them to rescind their decision. This was an ethical consideration which bordered on participants right to participate. Therefore the researcher had to respect their decision even though resources had been spent. Although this was not the best for group discussion or PLA, the researcher ensured that it did not affect the study.

Also most stakeholders were initially not comfortably with the primary data collection tools (semi structured interview, group interview and observation). Stakeholders, participants and research assistants were familiar with the use of questionnaires and face-to-face interviews, hence skeptical to the use of PLA. The researcher had to explain that those who believe that development can be influenced from outsider or people can be developed used questionnaires and face to face interviews as their primary data collection

tool. Those who also believed that development was influenced from within or a people can develop themselves used PLA methods and tools as their primary data collection tool.

Although the study was carried between July, 2010 and July, 2011 it dwelt on ESP (2003-2015) instead of ESP (2010-2020), which was a reviewed version. This was because the East Gonja District Education Office was still using ESP (2003-2015). Therefore, it was appropriate to use ESP (2003-2015) which the DESP related to so as to avoid investigating what was not in existence. However, PLA offered opportunity for stakeholders to learn and understand the focus areas of ESP (2010-2020) or Ghana's education structure such as basic education, second cycle education, Non-formal education, inclusive special education and tertiary education. Each educational structure considered thematic areas such as; socio-humanistic activities meant to address health needs such as access, equity and welfare; education activities meant to address skill acquisition and development indicators such as quality skill development; and economic activities meant to ensure value for money determinants such as efficiency and effectiveness.

1.12 Organisation of the study

This study consists five chapters. Chapter 1 constitutes the introduction which includes the background of the study, statement of problem, objectives of the study, justification of the study, scope of the study, limitations and future research and organisation of the study. Chapter 2 constitutes the literature review related to the objectives of this study. This entails the theoretical framework, integrative review of literature, conceptual framework and preliminary considerations. Chapter 3 constitutes the research methodology. It described the methods and approaches adopted for the study.

Chapter 4 constitutes presentation of data and discussions of findings based on the objectives of the study. It covered categories of stakeholders; stakeholders level of knowledge about the DESP development process; stakeholders level of participation in planning the DESP; stakeholders level of participation in school performance monitoring in the implementation of the DESP; stakeholders views on the challenges to effective community participation in the planning and implementation of the DESP; and stakeholders action plans for effective participation in planning and implementation of the DESP. Chapter 5 constitute the summary of findings, conclusions and recommendations based on the research objectives, assumptions, process and findings.



CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

This chapter is a summary of relevant ideas from textbooks, journals, articles and reports with regards to the research questions and objectives hence an account of what had been published related to this study by accredited scholars and researchers (Taylor and Procter 2001). This contributes to the researcher understanding of theories or concepts, main ideas and debates. It also made it possible for the researcher to bring different pieces of writing and research together in order to compare ideas, find out the existing body of knowledge related to the research objectives, avoid wasting time replicating what was already known in relation to the research objectives and structure the study.

This chapter is divided into two sections. The first section covers relevant theories for the study. These theories were Freire's transformative learning, Chambers' Participatory Learning and Action, and Community-Based Development and Sector Wide Approaches to development assistance. These theories set the tone for a review of the literature. The second section is an empirical review which looks at previous research studies related to the objectives of the study.

2.2 Theoretical Framework

This section explains the theoretical framework the researcher utilized for the study. The framework is interdisciplinary, drawing on paradigms from Sociology, Economics, Policy Planning, and Development Studies. Specifically, Paulo Freire's Transformative Learning (1968), Robert Chambers' Participatory Rural Appraisal (1983), Mansuri and Rao's

Community-Based Development/Community-Driven Development (2003) and the Sector-Wide Approach to Development Assistance as reported by Addae-Boahene were used. These served as a guide for the study in terms of concepts, operational definition, and a basis for comparison of past and present results.

2.2.1 Freire's Transformative Learning (1970)

Freire's (1970) thesis, "humans are subjects in and with the world" was the starting point of his work on pedagogic defiance, "educate in order to transform". This propelled a critical way of thinking which opposed false appearance of the dominant thoughts oppressive systems perpetuated. The theory of transformative learning otherwise referred to as conscientization, or consciousness-raising, originated from his literacy education work with the poor in Brazil and liberation efforts in Latin America and Africa. It became the basis of both education and development, and a very practical method of getting groups actively involved, breaking through apathy and developing critical awareness about the causes of problems (Fritze 2005; Hope and Timmel 2004).

2.2.1a. Pillars of Freire's Transformative Learning

The main pillars of Freire's transformative learning relevant to the study were; critical awareness, level of consciousness, direct link between emotions and motivation to act, participants' right to determination of content of their development and education, and liberation and development rising from the grassroots. These pillars or convictions were interdependent and inter-related and critical if one were to understand Freire's transformative learning. The principles of Freire's transformative learning were anchored on his conviction or pillars of transformative learning (Hope and Timmel 2004).

Freire (1970) argued that consciousness was determined by the socio-economic and political context, and also cultural conditioning through one's upbringing. These led to magical consciousness, naive consciousness or critical consciousness. Magical consciousness is where people adapted to the expectations of a superior force. They are not mindful of the socio-economic contradictions within their society, but accepted life as it was without questioning injustices done to their lives. Naive consciousness involved gaining insight into and becoming aware of one's own problems, but without seeing it as a function of the social structure. Critical consciousness was where people stopped looking at problem as individual accidents but see them more as structural problems. This implied ones upbringing determined ones level of awareness. Therefore, Freire (1970) emphasised that the mechanisms of oppression in general rather than class-analysis or political descriptions as proposed by Marx and others were the heart of analysis.

Also Freire (1970) opposed the view that humans were objects, mouldable and adaptable, and made a strong case in support of humans as subjects, independent beings, able to transcend and recreate their world. Humans as objects equated humans to animals, which acted and obeyed without taking time to reflect. On the contrary humans as subjects' placed humans higher and above animals because they were endowed with the ability to think, reflect and act.

Further more, Freire (1970) opined that participants whether in education or development should themselves determine the content of their education and development rather than experts developing the curricula and projects. This was because emotions and motivation to act were directly linked. How an individual feels and thinks determined his or her action. Also liberation and development must rise up from the grassroots because the oppressed understood his or her situation better than the oppressor. This position was in

sharp contrast with the dominant top-down approach practiced over the years. The bottom-up approach was preferred to the top-down approach to development because knowledge was not the preserve of an individual or leaders.

2.2.1b Freire's Key Principles of Transformative Learning

According to Hope and Timmel (2004) in pursuit of Freire's strongly held conviction to turn education and development upside-down he expressed his ideas on teaching and consciousness-raising as "cultural action for freedom" which were basically his key principles to transformative learning. These principles include; no education is ever neutral, issue(s) must be relevant to participants, problem-posing, dialogue, reflection and action (praxis), and radical transformation of life in local communities and the whole society.

2.2.1b (i) No Education is ever Neutral

According to Freire (1970) no education was ever neutral because it was either designed to domesticate or liberate. Domestication was where education or development was meant to maintain the existing situation by imposing on the people the values and culture of the dominant class. Liberation was education or development designed to unshackle people to become critical, creative, free, active and responsible members of society.

2.2.2b (ii) Issue must be relevant to participants

Freire (1970) emphasised that people will act on issues they have strong feelings because there was a direct link between emotions and motivation to act. Therefore all education and development projects should start with the identification of issues which local people speak about with excitement, fear, hope, anxiety or anger. These were referred to as generative themes.

2.2.1b (iii) Problem-posing

Freire (1970) proposed the use of problem-posing instead of the banking approach to education and development. The problem-posing approach provided a framework for learners to think, become creative and innovative, and analytical through their active participation. The role of the teacher or facilitator was to ask open-ended questions while learners actively did the thinking and talking by way of describing, analysing, deciding, planning and acting. In the process both the teacher and learners can learn from each other. This approach was the direct opposite of the banking approach to education and development. The teacher was seen as possessing all essential knowledge, pupils seen as 'empty vessels' required to be filled, teachers talked and pupils absorbed passively (Hope and Timmel 2004).

The banking approach was "Narration (with the teacher as narrator) which leads the students to memorise mechanically the narrated content. Worse still, it turns them into "containers", or receptacles to be filled by the teacher. The more completely he fills the receptacles, the better a teacher he is. The more meekly the receptacles permit themselves to be filled, the better students they are" (Freire 1970:45).

2.2.1b (iv) Dialogue

Building an egalitarian society was a difficult and complex task. This was so because no single individual knew how to do it, no individual had all the answers, and no one was totally ignorant. One's perception about an egalitarian society was dependent on one's experiences. To this extent, the so-called 'educated', trained in institutions of the dominant class, did not have all the answers. The educated had a lot to learn from the people they call illiterates (Hope and Timmel 2004). According to Freire (1970)

education and development must be a mutual learning process where everyone had to be a learner and a teacher if a valid solution to a problem was to be discovered. It beats one's imagination the rationale behind the desire to substitute monologues, slogans, and communiqués for dialogue. This can best be described as liberating the oppressed with an instrument of domestication. Whether in education or development the banking approach should be substituted with dialogue, where the relationship between a group leader (development workers/teacher) and group members (community members/pupils) was horizontal and communication flows from both sides (two-way). It was envisaged that as people got 'educated' by norms and values of the oppressor through the banking approach some could become either teachers or development practitioners but in their quest to join the liberation struggle their beliefs and values could become a barrier.

2.2.1b (v) Reflection and Action (praxis)

Most learning and radical change took place when a community experienced dissatisfaction with some aspect of their present life (Hope and Timmel 2004). Pupils and participants should be made to think critically, reflect on the issues, decide on the course of actions and act accordingly. This process was not linear and simple but iterative. As people act on their decisions they encounter some other challenges which require critical thinking, reflection, decision-making and action. In other words, a proposed solution to an issue today might not be relevant tomorrow or might pose a new challenge.

Therefore, "While no-one liberates themselves by their own efforts alone, neither are they liberated by others. The leaders must realize their own convictions of the need for struggle was not given to them by anyone else-if it is authentic. This conviction cannot be packaged and sold; it is reached by means of a totality of reflection and action. Only the

leaders' involvement in a real historical situation leads them to criticise it and to wish to change it" (Freire 1970:41-42).

2.2.1b (vi) Radical Transformation

According to Freire (1970), the outcome of every education and development are based on the radical transformation of life and the people. Transformation should affect the quality of life of individuals, the environment, the community and society at large because it was not an individual academic exercise. Therefore effective participation of people was paramount if learning should be transformative or liberating. "Transformation is only valid if it is carried out with people, not for them..." (Freire 1970:43). Freire (1970) concluded that "Liberation is like childbirth, and a painful one. The person who emerges is a new person, no longer oppressor or oppressed, but a person in the process of achieving freedom..." (Freire 1970:25).

2.2.2 Chambers' Participatory Rural Appraisal (1983)

According to Chambers (1995) Participatory Rural Appraisal evolved from the growing desire for participatory strategies to solve serious deficiencies of both the reductionism of formal surveys and the biases of typical field visits in the early 1980's and 1990's. The first international conference to share experiences relating to Rapid Rural Appraisal held in Thailand in 1985 brought about the rapid growth in the development of methods that involved rural people in examining their own problems, setting their own goals, and monitoring their own achievements. The significant breakthroughs and innovations that informed the methodology were those by development practitioners in India, Africa and elsewhere were responsible for this. Practitioners such as James Mascarenhas, Parmesh

Shah, MeeraKaul, John Devavaram and others in India collaborated with Chambers to explore emerging techniques and tools.

Chambers (1994) indicated that the key concepts which influenced the growth and spread of participatory strategies were decentralisation and empowerment. Decentralisation was a way of devolving resources and discretion to the grass root or local people. Empowerment was a situation where the people took control over their lives and secured ownership and control of productive assets.

2.2.1a Definition of Participatory Rural Appraisal

Chambers (1983) indicated that the term Rapid Rural Appraisal referred to methods that involve rural people in the examination of their own problems, setting their own goals, and monitoring their own achievements. Generally, it described techniques that could bring about a 'reversal of learning'.

“Participatory Rural Appraisal (PRA) was established on the idea of building long-term sustainable local action and institutional capacity. PRA employed a wide range of approaches and methods which enabled local people to express, enhance, share, and analyze their knowledge of life and conditions, as well as to plan and act. And it was also intended to enhance people’s analytical capacity and knowledge, and promote local ownership” (Chambers 1995:955).

2.2.2b Principles of Participatory Rural Appraisal

The main tenets of PRA according to Chambers (1994) were; poor people were creative, capable, and should do much of their own investigations, analysis and planning; outsiders had roles as conveyors, catalysts, and facilitators; and the weak and marginalized should be empowered. These tenets led to the development of the principles of PRA such as participatory methods, behavior and attitudes of outsiders, and sharing. However, it shared some principles such as direct learning from local people, offsetting biases, optimizing trade-offs, triangulating, and seeking diversity with other participatory approaches.

2.2.2c (i) Participatory Methods

Participatory methods should be used to facilitate investigations, analysis and planning by rural people. These methods include semi-structured interviewing, group interview or focus groups, observation, mapping and matrix scoring. With such participatory methods local people did what before outsiders had done, and had often believed that only they could do. These methods generate figures, matrices and tables which immediately looked attractive (Chambers 1994).

2.2.2c (ii) Behaviour and attitudes of outsiders

For local people to confidently and competently express their own knowledge, conduct their own analysis, and declare their own priorities, outsiders had to step off their pedestals, sit down, “hand over the stick,” and listen and learn. Such behavior conflicts with much normal professional conditioning and self-esteem such as experts, technocrats, directors, and bosses among others. Such attitudes (expert, director and boss) were to be relegated to background. This was what Chambers referred to as a reversal of learning

because experts or outsiders were rather to learning from local people and not to teach them (Chambers 1994).

2.2.2c (iii) Sharing

Sharing was also recognised as a method in the philosophy and practice of Participatory Rural Appraisal. This included sharing knowledge and sharing experience. Sharing knowledge took forms such as local people sharing knowledge among themselves, especially through analysis in groups and visual presentations; local people sharing that knowledge with outsiders; and outsiders themselves sharing what they learned with each other and with local people. As a condition for facilitating the development process, outsiders were to restrain themselves from putting forward their own ideas, at least at the initial stages, or impose their own reality. Sharing experience empirically in PRA was through field learning experience such as camping or staying in villages, or very close by; short workshops, from as brief as an hour or two to as long as a day or two to familiarize with participants; villagers who had gained experience with PRA and literally had become trainers or facilitators; and dissemination of materials on PRA (notes and videos) to interested persons, groups and organisations (Chambers 1994).

2.2.3 Community-Based Development/Community-Driven Development

Mansuri and Rao (2003) observed the high hopes placed on Community-Based Development (CBD) and the determination to scale up projects based on CBD approach were evidences of massive shift in development assistance approach in response to growing criticisms. According to conservative calculations, the World Bank's lending for Community Driven Development (CDD) or CBD projects increased from \$325 million in 1996 to \$2 billion in 2003.

Sen's (1985; 1999) influential effort to shift the focus of development from material wellbeing to a broad based 'capability' approach also deeply influenced many in the mainstream development community. Central to this approach were strategies that led to the "empowerment" of the poor, an agenda which the World Bank and other donors took as part of their response to critiques of 'top-down' development. The influential efforts by advocates of "participatory development", especially Chambers (1983) led the inclusion of "participation", a crucial aspect of empowerment, which allowed the poor gain control over decisions. At this point, the inclusion of participatory notions in large scale development assistance by the World Bank came quite quickly with Social Investment Funds as well as other forms of assistance, employing participatory elements as important parts of their design (Narayan 2002),

2.2.3a Definition of Community-Based Development

Mansuri and Rao (2003) indicate that Community Based Development (CBD) and its more recent variant, Community Driven Development (CDD), are among the fastest growing mechanisms for channelling development assistance. Community-Based Development is an umbrella term that refers to projects which actively include beneficiaries in their design and management. And Community Driven Development is a term, originally coined by the World Bank, which refers to Community-Based Development projects where communities have direct control over key project decisions as well as the management of investment funds.

2.2.3b Tenets of Community-Based Development

The main tenets of CBD include; sustainability, efficiency and effectiveness, poverty reduction, inclusion, empowerment, and good governance. The CBD tenets are achieved by; social planners and potential beneficiaries eliciting development priorities directly from target communities; channeling resources available to the poor through credit, social funds, capacity building and occupational training; and strengthening civic capacities of communities and organisations which represent them for collective action (Mansuri and Rao 2003).

CBD or CDD turned the pyramid of development mechanisms upside-down by giving beneficiaries “voice and choice,” such that it did not ignore the social and cultural context within which these beneficiaries lived and organised themselves. CBD relied on how “communities” used “social capital” to organise themselves and “participate” in the development process. Concepts such as “participation”, “community,” and “social capital” were critical to CBD/CDD in terms of how projects were conceptualized and implemented. The cornerstone of CBD initiatives was the active involvement of members of a defined community in at least some aspects of project design and implementation. While participation occurred at many levels, the focus was to incorporate ‘local knowledge’ into the project’s decision making processes. Where potential beneficiaries made key project decisions, participation moved to the level of self-initiated actions—what became known as the exercise of ‘voice’ and ‘choice’ or ‘empowerment’ in CBD/CDD terminology. Participation ensured better project design, effective targeting of priorities of project beneficiaries, cost effective and timely delivery of project inputs and equitable distribution of project benefits with minimal leakages due to corruption (ibid).

2.2.4. Sector-Wide Approach to Development Assistance

The sudden drift towards the SWAp to development assistance by the international donor community especially, the World Bank and the International Monetary Fund as a measure to ensuring aid effectiveness raised eye brow. This was not because the approach was wrong, but the massive injections of aid funds into projects using that approach which gave rise to the influx of numerous participatory development agencies with little or no experience in projects tied to SWAp. The aspiration for quick and visible results, coherence, transparency and rational use of resources in educational planning and management in respect of aid effectiveness magnetize recipient countries and the donor community to SWAp as a systemic approach to educational development (Addae-Boahene 2007; UNESCO 2006).

The International Institute of Education Planning (2006) indicated that before the 1980s, education planners in many countries mainly concentrated on forecasting and managing the quantitative growth of school enrolments. This meant that the social demand for education were dependent on the financial capacity of the State. In the 1980s, many countries encountered economic and financial difficulties, which made development plan implementation difficult because of economic and budgetary hazards and uncertainties. Consequently, many developing countries gave up long-term planning in favour of short-term programming in the form of projects. In order to implement such short-term project, developing countries, often spurred by their multilateral and bilateral partner agencies, opted for a programme approach with the view of ensuring sector-wide coherence and effectiveness in their investments.

2.2.4a Definition of Sector-Wide Approach

The Inter-American Development Bank (2004) defined SWAp as an approach whereby development partners involved in a sector, collaborate to support a single government-led sector policy and expenditure programme, adopting common approaches across the sector, and progressing towards relying on government procedures to disburse and account for all funds. SWAp was not a lending instrument but rather an approach used to support any of the bank's investment lending instruments.

2.2.4b Main Tenets of Sector-Wide Approach

Sector-wide approach (SWAp) had characteristics such as: country leadership and ownership; collaboration, agreed sector policy, expenditure frame work, and harmonized appraisal and implementation mechanisms (Addae-Boahene 2007). This had also been referred to as the five partnership commitments signed under the Paris Declaration for Aid Effectiveness in March 2005 as the basis for development cooperation which include; ownership, alignment, harmonization, managing for results and mutual accountability (World Bank, 2006).

Leadership and ownership was where development partners join to support a government's own development programme for a particular sector. Collaborative process required partnership and close coordination between the government, development partners and other relevant stakeholders. Agreed sector policy framework defined the overall goals, principles and priorities for the sector, which are translated into a medium-term (five-year) sector strategy. Expenditure framework and the resource envelope was a key mechanism for ensuring that an adequate level of resources was available to the sector and was allocated to finance expenditures in priority areas. Harmonised appraisal

and implementation mechanisms of local systems and procedures ensured joint programming, appraisal, reviews, monitoring and evaluation, and single procurement, financial management, disbursement, reporting, and auditing systems (Addae-Boahene 2007).

2.3 Empirical Review

This section hub on literature from textbooks, journals, magazines and reports related to the research questions and objectives of the study. The researcher reviewed the relevant literature on the study and synthesized the information gathered. The researcher then presented this information under sub-headings related to the objectives of the study as; definition of stakeholders, stakeholders knowledge about policy/project planning, stakeholders' level of participation in the planning of policies/projects, stakeholders level of participation in school performance monitoring, challenges to community participation, and action planning.

2.3.1 Stakeholders

There was no one universally accepted definition of stakeholder. Most often the definition “everybody who is affected by a decision” was applied. It implied everybody within a specific area was a stakeholder per se. A condition ‘and who wants to be heard’ was added to some definitions which posed a dilemma of who determined how and whether a certain rural community wants to be heard or not. Such definitions assumed that everybody who was affected wanted to be involved in order to protect his or her interests. However, a good definition was that which was fair to all affected persons and manageable within the participation process, because huge numbers or too small numbers, and not representing

all groups, mainly for technical reasons posed serious challenges (Mushauri and Plumm 2005).

Stakeholders were persons, groups or institutions with interests in a project or programme. Primary stakeholders were those ultimately affected, either positively (beneficiaries) or negatively (people who were involuntarily resettled). Key stakeholders were those who could significantly influence, or were important to the success of a project. However, programme stakeholders vary from one situation or programme to another (Ambler 2010; Business Dictionary 2011; European Union 2004).

However, Ghana's Education Act, 2008 indicated that stakeholders in education were the District Assembly, School Management Committees/Parent Teacher Associations, Civil Society Organisations including religious bodies, Faith-Based Organisations, non-governmental organisations, and Chiefs and elders. Each stakeholder had a role to play if quality education delivery were to be achieved. The District Assembly was responsible for the authority of its area and the mental, moral, physical and spiritual development of communities and ensured efficient education through out the basic, second cycle and functional literacy education levels. Government was expected to collaborate with religious bodies to provide quality education to the people.

Often the task of classifying or differentiating stakeholders was overlooked. It was not good enough to limit the definition of persons or villages, and groups, or organisations around a project to 'local people' or 'local organisations'. There are likely to be huge differences within these groups and the aim should be, as much as practical, to define homogeneous groups with similar characteristics. Stakeholders could be classified as

internal stakeholders or external stakeholders, district level stakeholders or community level stakeholders, implementers of projects or beneficiaries of projects. These were based on interest, stake, support (skills or funds) and or role. The definition and classification of stakeholders were dependent on the expected consultation, partnership, and collaboration between and amongst groups and organisations (Bibby and Alder 2003; Hitt 2008; Resource Centre for Participatory Learning and Action 2008).

2.3.2 Stakeholders level of knowledge

Foucault cited in Wearing and McDonald (2002) argued that power and knowledge directly implied one another; there was no power relation without the correlative constitution of a field of knowledge, nor any knowledge that did not pre-supposed and constituted at the same time power relations. ‘Power is not something that is acquired, seized or shared, something that one holds on to or allows to slip away’, and or that ‘power is employed through a netlike organization’ (Foucault, cited in Wearing and McDonald 2002: 196). Power was always a specific kind of social relation, and only existed through people’s actions. Hence, it was appropriate to use the term “relations of power” rather than using the concept “power” alone (Cheong and Miller 2000; Hollinshead 1999). This understanding of power was based on the notion that power was something that was ‘exercised’ and not ‘possessed’.

In another study Oliveira (2001) opined that knowledge exchange was essential for establishing fair, mutually acceptable trade-offs. Community participation projects required complex multi-directional exchange of information to achieve a balance between a large and often diverse range of user groups. The same knowledge may be held but used

for different purposes by a range of communities. The route towards addressing a challenge was dependent on level of knowledge about the challenge and routes. Villagers did not possess complex scientific analytical skills and knowledge but it did not mean that local knowledge was simplistic. On the contrary, it was often complex and rich in nuances. Knowledge was not evenly distributed but people possess more or different information about individual issues. At the community level knowledge was classified as 'common' or 'specialised' local knowledge. The majority of community members have access to the 'common knowledge', whereas the specialised knowledge was the precinct of smaller, specialist groups such as boat builders and healers among others. To some extent knowledge possession reflects occupational knowledge requirements. Differences in knowledge possession undoubtedly exert a potentially strong influence over the definition of trade-offs and were likely to significantly affect wealth and power distributions.

However, Barnes and Sekpey (2006) asserted that capacity building ensures that stakeholders' are abreast with policy development and programme status. Furthermore, it ensures that reviews are made in the implementation approaches and training requirements thereby avoiding duplication of efforts. However, capacity building is a time consuming activity in terms of uplifting stakeholders' level of knowledge to own and manage their own services.

According to Community School Alliance/Education Development Centre (2004) it was important for both project staff and project beneficiaries (School-communities) to have

high level of knowledge about what the project intends to achieve, how it intends to achieve its intention, and when it will know what has been achieved. Therefore, presentations on projects, stakeholder planning meetings, use of stakeholders in the implementation of activities, and information sharing through reports (activity, monthly, quarterly, semi-annual and annual) contributed significantly to stakeholders' level of knowledge and the success of a project.

Oliveira (2001) further indicated that knowledge exchange between and amongst stakeholders either results in the acquisition of new knowledge or recombining the elements of existing knowledge in a book form. In either case new possibilities of overcoming constraints emerged. However, several communication barriers would have to be resolved at the initial stage because residents of remote communities could be overwhelmed by the alien idea of developing monitoring indicators, and/or would not be able to speak the national language which is of paramount importance to building a relationship of trust between outsiders and local community members. This determines the effort expended by participants in trying to make them understood and understand each other.

2.3.3 Stakeholders level of participation in planning.

Olivier (2006) indicated that the root sources of the origins of public participation within the local government sphere could be traced to a number of reasons. First, participation was considered as a good development project practice used in the 1950's by social activists and project field workers. The World Bank and other international bodies

adopted the notion of participation as a prerequisite for successful project implementation. Secondly, participation was considered as good governance which referred to the nature of the relationship between the state and civil society with its origins within Western democracies since the 1980's and 90's. This was used to address widespread disengagement and disinterest of key groups, social and economic exclusion, re-establish the legitimacy of regimes, combat social exclusion and improve participation in representative democracy. Finally, participation was considered as political empowerment which originated from economic development theory and theories of development based on the empowerment approach to community participation, a radical paradigm alternative development propounded by neo-Marxist such as Freire, Ghandi, Chambers, Nyerere, and Castells among others. These root sources were intermingled in the practical engagements between communities and local government. It was therefore practically impossible to have a single applicable or perfect model of participation. It was important to recognise that different circumstances required different participatory approaches or styles from authorities depending on the context within which communities were engaged.

2.3.3a Definition of participation

Heck (2003) indicated that a wide range of definitions and interpretations of participation made the concept ambiguous. These include; (1) sensitizing people to make them more responsive to development programmes and encouraging local initiatives and self-help; (2) actively involving people in the decision-making process with regards to their development; (3) organizing group action to give hitherto excluded disadvantaged people, control over resources, access to services and/or bargaining power; (4) promoting the involvement of people in the planning and implementation of development efforts as well

as the sharing of their benefits; and (5) in more general, descriptive terms; “the involvement of a significant number of persons in situations or actions which enhanced their well-being, such as their income, security or self-esteem” (Uphoff 1979).

Stakeholder participation is defined as “any process that involves stakeholders in problem-solving or decision-making and uses stakeholder input to make better decisions” (International Association for Public Participation 2006:14). This highlights the fact that stakeholder participation is a process or series of actions, impacts and outcomes but not one single activity. Stakeholder participation in decisions-making makes them better informed, sustains their interest, and develop a sense of ownership of the processes. Therefore stakeholder participation is not used to weaken the decision making role of government. Instead, stakeholder participation is used to mobilise and convince stakeholders to agree to use their resources to support government. Effective stakeholder participation is built on orientations such as value-based, decision-oriented, and objective-driven. Values-based stakeholder participation is most effective when the proponent (government, or private sector) and the practitioner recognised, acknowledged and validated stakeholder values in designing a participation process based on accurate and relevant data. Decision-oriented stakeholder participation supports robust decision-making. Objectives-driven stakeholder participation is planned to achieve specific and shared objectives (International Association for Public Participation 2006).

In ‘The Varied Paths to Socialism,’ Nyerere indicated the danger of a situation that lacks the participation of the people as:

If the people are not involved in public ownership, and cannot control the policies followed, the public ownership can lead to fascism not socialism [...] socialism is only

possible if the people as a whole are involved in the government of their political and economic affairs (Nyerere 1968:309-310).

Nyerere (1973) further stated that, “people cannot be developed; they can only develop themselves. For while it is possible for an outsider to build a man’s home, an outsider cannot give the man pride and self-confidence in himself as a human being. Those things a man has to create in himself, by himself, by his own actions. He develops himself by what he does; he develops himself by making his own decisions, by increasing his understanding of what he is doing, and why; by increasing his knowledge and ability; and by his own full participation-as an equal-in life of the community he lives in” (Nyerere 1973:60).

2.3.3b Levels of participation

The Zambian Department of Water and Forestry (2005) indicated that participation level were continuum, ranging from low to high level stakeholder participation depending on their interest in the benefits to be derived and how much participation in terms of their involvement. These participation levels were; inform, consult, collaborate/partner, and empower/control. Consult level provided stakeholders with balanced and objective information to understanding the problem, alternatives and/or solution; consult, to obtain stakeholder feedback on analysis, alternatives or decisions. Collaborate/partner referred to working in partnership with other stakeholders on each aspect of the decision, developing alternatives and identifying solutions. Empower/control was the process of building stakeholders’ capacity to make informed decisions and take responsibility.

On the other hand Wilcox (2002) proposed a five-rung ladder of participation related to the stance an organisation promoting participation takes. These are; Information (merely

telling people what was planned); Consultation (offering some options, listening to feedback, but not allowing new ideas); Deciding together (encouraging additional options and ideas, and providing opportunities for joint decision-making), Acting together (different interest groups deciding together on what was best, form partnership to carry out decisions); and Supporting independent community interests (local groups or organisations were offered funds, advice or other support to develop their own agendas within guidelines).

Subsequently, International Association for Public Participation (2006) recommended that participation is effective at five different levels such as inform, consult, involve, collaborate and empower with different goals, promise and techniques. At the inform level, the goal is to provide balanced and objective information to stakeholders, the promise is to keep the stakeholders informed throughout the decision-making process, and the techniques used are communication tools such as written information or websites, communication activities such as information sessions, site visits and Open Houses. At the Consult level the goal is to seek feedback from stakeholders on proposals, the promise is to listen to aspirations, concerns and issues and to provide feedback on how the input influences the decision, and the techniques are, surveys, interviews, meetings, submissions and public hearings. At the involve level the goal is to engage with stakeholders to generate new ideas through dialogue. The objective is to work directly with stakeholders at each stage of the decision-making process using techniques such as meetings, workshops and deliberative mechanisms. The goal at the collaboration level is to partner with stakeholders at each stage of the decision-making, including developing criteria and alternatives and identifying preferred solutions. The objectives are to look to stakeholders for advice and innovation, and incorporate them into the decisions to the

maximum. The techniques used are advisory groups, stakeholder panels and participatory decision-making. The goal at the empowerment level is to place decision-making in the hands of the stakeholders. The objective is to implement what the stakeholders decided on using techniques such as citizen juries, referenda and delegated decisions.

Also, Mannheim (1940) cited in Stiffler (2000) indicated that the social structures resulting from variations in participation and centralisation of planning are; dictatorship resulting from low level of participation and high level of centralization; anarchy resulting from high level of participation and low level of centralization; anomie resulting from low levels of both participation and centralization; and a democratically planned society resulting from high levels of both participation and centralization. Therefore, questions such as “who would plan”, “would it be fascist forces of dictatorship or democratic participatory institutions” are very relevant and appropriate to consider in life (Mannheim 1940:15).

2.3.3c Factors that encouraged higher level of participation

According to Ambler (2010) there are several factors which would impact the nature and quality of how stakeholders participate within a service delivery organisation. These factors include participation style, relationship, communication channels, availability, interaction and location. Stakeholders who proactively participate in a project had political agenda which they try to further. On the contrary stakeholders who are reactive to requests for information slows the project because the implementing agency had to wait for responses. However, reactive stakeholders are a sign that the stakeholder community had a poor relationship with the implementing agency. A stakeholder with negative relationship with other stakeholders participates less frequently and to a lesser

extent as compared to a stakeholder with positive relationship. Formal communication, such as written documentation in a specific format, increases the bureaucratic overhead on the implementing agency, increases cost to the project, and increases the time it took to deliver the service. Informal communication strategies such as face-to-face communication and sketching lowers overall complexity and cost and often improves time to advertise or sell ideas. Where stakeholders are not regularly involved in planning the probability that the implementing agency did the wrong thing is high. Nonetheless, incessant stakeholder participation at the feedback phase reduces thereby improving the overall chances of project success. Where interaction between stakeholders is facilitated by an agency there is the risk of miscommunication and increases service delivery time hence the agency or facilitator become a potential bottleneck. Again, where the implementation agency is co-located within the other stakeholders it is much easier for them to interact regularly and actively. As the agency become more geographically distributed, the chances of project success decreases.

Community Development Association (2010) emphasised that engaging stakeholders in planning helps identify and prioritise their development needs and opportunities. It helps stakeholders identify potential positive or negative impacts from extractive operations that development projects used to leverage or gather innovative ideas. It also helps stakeholders identify community resources, and encouraged community member involvement in project design, implementation, and monitoring. Also stakeholders identify and evaluate potential partners, and monitors project impacts which ensures that development projects meet community expectations. Ultimately, involving stakeholders in the planning, implementation, and evaluation phases are more likely to result in

community development projects most stakeholders perceive as appropriate, effective, and sustainable.

2.3.3d Factors inhibiting higher level of participation and strategies for improvement

Isham et al. (1995) [.....] concluded that where local people are involved in decision-making during all stages of the project cycle, participation is at higher-levels and the best results follows. Moreover, the opposite is also evident thus, where local people are only involved in information sharing and consultation, project outcomes are much poorer.

Ameyaw-Akumfi (2001) indicated that most of the basic schools in Ghana are initiated by communities, which willingly recruits teachers and provided places of learning for their children. Most of these schools are later absorbed into the public system. The management and control of these schools shifted to central government authorities with minimum community participation. The shift in the management and control of education delivery had reversed effect on local community commitment and involvement in quality basic education delivery. As part of government's effort at strengthening community participation structures such as SMCs/PTAs, DEOC, DEPT, circuits, zones, area councils, units and cluster centres among others were established and strengthened. For example the SMC had a legal backing based on GES Act, 1995.

Also Baku and Agyman (2002) opined that community participation in education delivery in Ghana is traditionally limited to the provision of school infrastructure. The 1987 Education Reform went beyond this traditional role of communities to community ownership of basic schools within a locality. It recognised provision of basic education as

a joint venture between government and the communities, and their roles are defined in official policy documents. Government provides curriculum materials, equipment, teachers, supervision and management. This was reinforced by the Local Government Law of 1988, which promoted local participation in decisions affecting communities through the establishment of decentralised departments. Therefore, participation comes to communities as responsibilities assigned to them in policy statements by government without consultations especially, on their capacity to execute or perform. In spite of this, among all the stakeholders in education, apart from the learners themselves, parents are the most concerned and anxious group because they participate in decision-making process through SMC/PTA. Parents donate or provide educational infrastructure, contributes to the teaching and learning process as resource persons and ensures access to education through registration of births, determination of the school-age population, moral persuasion or compulsion to get children enrolled, and imposed fines on defaulters.

In addition, Heck (2003) indicated that a wide range of approaches in development projects ensured participation. These approaches to participation are induced, transitory and formation of groups. The major approach to participation in projects is induced involvement. The strategy, design and workplan of projects are predetermined and the intended beneficiaries are encouraged to participate by contributing labour and other resources in support of project activities in order to obtain certain benefits. Transitory mobilization for community development is where people participate in certain specific temporary tasks mainly for the development of their community, but there are no institutions or structures (groups or organisations) for more sustained participation. Group formation is where a project had specific objectives and creates new or strengthens existing self-formed and self-run groups and organisations through which the rural poor

gains access to resources, inputs and services and participates actively in the project, or groups formed by means of self-proposed actions. The self-formed and self-run groups and organisations approach is appropriate for full participation leading to empowerment of the poor.

Similarly, Nkunika (1987) indicated that there are several ways of implementing participation but the most used are the use of extension staff, community development and decentralised planning approaches. Government department's or ministries' field staff or extension staff whose primary role is to provide a link between policy makers and the local people are used achieve popular participation in planning and implementation of projects. They provide information about the needs of local areas, conduct impact assessment, mobilize local people and create awareness about roles and responsibilities, explain project planning and implementation, and assist in the implementation of projects. Extension officers were effective in projects planned and implemented by a single department or ministry. This is because they live in the local area, have good working relationship with the local community, and have access to considerable information about local conditions and needs of the people. However, limitations such as; inadequate or lack of organised structures at the community, district, regional and national levels to facilitate these two-way communication between government agencies and local community; 'bureaucratic red tape' especially where more than one government agency are involved, inadequate communication; lack of or inadequate mobilisation and participatory skills, and extension officers often considered as strangers by local people are encountered. Community development approach is appropriate for projects built on the felt needs and spontaneous initiatives of the local people. Community development projects are meant to prepare the rural population to collaborate with government in the planning and

implementation of policies or plans designed to raise the standard of living and improve the quality of life of people. Community Development Assistants, unlike other extension workers, are not trained in any specific technical skills, but in general extension techniques. Their role is to work with communities, and to assist in the formation of local organisations such as village development committees, through which local initiative is solicited. Their activities encounter a number of problems which include; lack of resources, especially staff, and confusion about what community development is really about. Another approach of implementing participation in most developing countries is through decentralisation. Local-level planning is carried out through the establishment of local planning agencies/bodies composed of local officials and/or elected representatives responsible for planning and implementation of activities in their area. Local level planning strictly conforms to national standards which ensures harmonization. This ensures the involvement local people in the decision-making process especially service delivery.

Similarly, the Government Accountability Improves Trust (2009) suggested strategies and interventions such as training of SMCs, CSOs, DA officials and DEO staff on their roles and responsibilities, and participatory approaches such as community drama, PLA, education forum, town meetings, SPIP development, reviews and updates, and public hearings among others encouraged and promoted participation. These impact on participatory governance, participatory management, participatory planning, school performance monitoring, networking and coalition building, resource mobilisation, advocacy, and district authorities' responsiveness to education needs of citizens.

However, Berends (2009) [.....] concluded that the results-based evidence for the promotion of lower or higher level of local participation remains inconclusive. Chambers (1995 and 2005), claimed that increased amounts of local participation in projects bring empowerment and transformation to the poor and marginalised. Some other authors remain skeptical about this claim (Cooke and Kothari 2001). However, because of the dichotomy between policies and practice and the variation in interpretations it would appear that a universally ideal level of participation is non-existent, as “[Participation] is not a provable approach or methodology” (Mosse 2001:32).

2.3.4 Stakeholders Level of Participation in Performance Monitoring

Simply put, monitoring is “information and communication about the course of the project and impacts achieved.” Evaluation is defined as “a process that aims to analyze and verify if the specific objectives, activities and results expected of a project have been achieved.” In other words, it is “judgment based on collected information” (Earl et al. 2001:35).

Monitoring and evaluation are usually implemented together. However, experienced development practitioners who applied monitoring and evaluation in their work says, monitoring is as an ongoing observation and collection of data throughout all project stages while evaluation is more of an analysis and assessment of the data collected during monitoring based on certain indicators to draw conclusions regarding the degree of achievement of project objectives, as well as the degree to which these objectives have had a positive impact on the targeted community (Resource Center for Participatory Learning and Action 2008; UNPF 2004).

Participatory monitoring and evaluation is a process for individual and collective learning and capacity development through which people become more aware and conscious of their strengths and weaknesses, their wider social realities, and their visions and perspectives of development outcomes. It emphasises varied degrees of participation (from low to high) of different types of stakeholders in initiating, defining the parameters for, and conducting monitoring and evaluation. Also, it is a social process of negotiation between people's different needs, expectations and worldviews. It is a highly political process which addresses issues of equity, power and social transformation (GAITT II 2006; UNPF 2004).

Participatory Monitoring and Evaluation is useful because it provides opportunity for institutional learning and capacity development through self-assessment, identification of stakeholders and solving programme related problems thereby strengthening their capacity to be active participants in programme implementation, rather than remaining passive recipients of development assistance. It serves as a negotiating tool for stakeholder to articulate and present their needs, interests and expectations. Also it ensures public accountability especially the performance of donors and government institutions (GATI II, 2006; Resource Center for Participatory Learning and Action 2008; UNPF 2004).

There are numerous advantages to stakeholder participation in monitoring and evaluation especially in the implementation of project. It ensured that findings are relevant to local conditions. Stakeholders have a sense of ownership over monitoring and evaluation results used to improve their decision-making. It increases local level capacity in monitoring and evaluation and contributes to self-reliance in overall programme

implementation. Stakeholders understanding of their own programme strategy and processes increase as they focus on what worked, and what did not work and why. It contributes to improved communication and collaboration between programme actors who worked at different levels of programme implementation. It also strengthens accountability to donors and promotes a more efficient means of allocating resources (Aubel 1999; UNDP 1997; and UNPF 2004).

United Nations Population Fund (2004) revealed that participatory monitoring and evaluation is effective where stakeholders define the purpose of evaluation; define evaluation objectives, questions and data collection methods; collect and analyse data; develop an action plan for implementing evaluation results; write a report; distribute and discuss report; follow-up on implementation of the action plan; and develop the spirit of collaboration and sharing, coordinate and facilitate all steps of the evaluation.

2.3.5 Challenges to effective community participation in planning and implementation.

Kumar and Corbridge (2002) [...] observed that there is a tendency for project field staff to choose to work with local elites, a hierarchy already established because they would be evaluated on the basis of achieved targets. Also the attitude of field staff toward local people is that the poorest villagers are “...only interested in eating and drinking...[and] don’t have any interest in group activities” (Kumar and Corbridge 2002:84). This could lead to packing elites on the various project management structures leading to marginalization and low level participation of the marginalized. Therefore, extra care or precaution should be taken to ensure that the existing economic and social arrangements

in the local community or environment are not used to discourage participation of the very poor and marginalized in society.

Johansen (2003) noted a wide difference in the understanding of participation and empowerment amongst various stakeholders. While expatriate development workers of international NGOs place high value on empowering participatory approaches and ideology, in practice though, participation is treated primarily as a “means”, as it is equated to the consultation of local people and their agreement with staff decisions. Also field staff employ a “top-down” practice of empowerment, reminiscent of the teacher-student relationship and has difficulty shifting their roles from that of teacher to “facilitator”. In practice most project staff believe that local people lack sufficient knowledge and skills to take control of projects. Consequently, local people view project staff as the possessors of development knowledge, and hence conceptualise them as their teachers and leaders.

Marsland (2006) found contradictory interpretations of participation circulating amongst stakeholders, even though the language remains the same. The project’s international development experts understood participation as “empowerment”, meaning local people should be involved in the decision making process. However, their Tanzanian counterparts understand participation, as translated, to mean an “obligation” of the local people to contribute to the development of the nation. This Tanzanian understanding is rooted in the nation’s history of socialism, where the word for “participation” (*kujitegemea*) had an ideological association, built on Julius Nyerere’s concept of self-reliance used in the 1950s and 1960s to obligate citizens to contribute labour and resources to “build the nation”.

Furthermore Marsland (2006) revealed that issues inherent to the local context and local government structures are barriers to achieving higher levels of participation. Local government officials felt threatened by the empowerment of the local steering committee, and accuse them of being agents of political parties, and make moves to take control of the project and its resources. Also the “notions of local empowerment ran contrary to the “elite mentality” of local officials, possibly inherited from the colonial past, who see the rural populace as “primitive, lacking initiative, corrupt, promiscuous, uneducated and therefore a social problem that must be carried by the elites” weary shoulders”.

Baku and Agyman (2002) concluded that the main problem inhibiting community participation are; wrong timing of SMC/PTA meetings; responsibilities assigned to the communities by government are beyond the capability of the communities; education authorities sometimes do not explain why the community was called upon to do certain things; and it was very difficult to mobilize the youth for communal work as they generally have a general lukewarm attitude towards it.

Also, Kolkman et al (2005) opined that differences in levels of knowledge between local citizens and government officials lead to mistrust and marginalization which affects local community participation. When two parties do not “speak the same language” citizens are excluded from participating in decision making. It is therefore important to use trained communicators for projects to avoid misinformation and distortions.

2.3.6 Stakeholders Action Planning

Local Rapid Assessment Reference Guide (2010) indicated that Participatory Learning and Action team and participants ensures that each finding is at acceptable or unacceptable levels, plan to present the findings, and identify actions for resolving the unacceptable ones. Proposed actions presented to people who are involved or should be involved in planning and implementation and coordination of work around these actions for improvement are opportunity to participate in decision-making or reach consensus on an action plan. Also it offer opportunity to develop a criteria groups use in ranking their actions and determine their feasibility or otherwise using questions such as; ‘Does the action directly affect the problem?’ ‘Is the action important from development or specific sector’s perspective?’ ‘Are financial, material, and human resources readily available to make the change?’ ‘Would the change be acceptable to the communities affected?’ ‘Does political support exist for the change?’ ‘What are the barriers to making the change?’ ‘How much time is required to make the change?’ ‘Do you have sufficient authority to make the change?’

The Government Accountability Improves Trust (2006) indicated that an action plan contains activities or strategies which ensure that targets set are achieved usually within a period of three months and at most twelve months. Stakeholders organised meetings to discuss and list all challenges to quality basic education delivery and prioritise the list of challenges (negatives).by turning prioritised challenges into targets (positives). They decide on activities relevant to achieving set target(s), agree on timeframe, identify resources required to enable them achieve targets, selected persons responsible for each activity, and identify success or monitoring indicators. This information is designed into a table or chart and posted at a public place to refresh stakeholders mind on their

commitments and also attract support from philanthropists and non-governmental organisations. There are periodic reviews and updates. Reviews are done at both executives and general meetings but update is done only at general meetings or community wide meetings. The reviews are meant to identify what is going on well or otherwise and what should be done to ensure success. Updates are meant to identify those targets that had been achieved, take them out of the plan and bring on to the plan new targets or identify those targets that had not been achieved, analyse why those targets were not achieved, determine whether those targets are still relevant or not. New activities are identified for those target considered relevant whilst those considered irrelevant are replaced by other relevant targets.

Heck (2003) indicated that strategies are designed with the ultimate aim of informing, sensitizing and motivating the various categories of stakeholders such as politicians and governmental policy-makers; top and other government staff, United Nations and donor agencies as well as NGOs; field staff of development projects; and elites and better-off people in rural areas. Efforts are made to convince politicians, top decision-makers and planners on the necessity to incorporate participation in rural development policies, plans and programmes through ad-hoc conferences, seminars and missions occasionally arranged by development partners or donors and Non-Governmental Organisations in line with the Food and Agriculture Organization's World Conference for Agrarian Reforms and Rural Development and its on-going follow-up Plan of Action. Efforts are also made to invite key government officials on field trips and workshops of participatory projects. Mass-media and audio-visuals (distributing and showing of concise promotional materials: pamphlets, slide shows and films among others) are also used to ensure effective community participation. Policy dialogues between and among key officials,

planners and decision-makers of national and international development agencies at country level are organised to obtain rural poor-oriented economic and social policies and institutional arrangements required for participatory projects.

2.4 Preliminary Conclusions

The concept of community participation has emerged as one of the foundation pillars of development assistance within its current people-centred paradigm. Although initially a populist term, community participation was inherently ambiguous within development projects, surrounded by various definitions, conceptualisations, and purposes. From the literature reviewed it appears stakeholders' knowledge about planning process is hinged on the implementing organisations effort and skills. Therefore, the knowledge of project planning and implementation are the main focus of project implementers at ensuring effective participation.

Participating in the planning and implementation of projects results in benefits for stakeholders which are typically conceptualised as tangible or intangible benefits, with higher-levels of participation linked to increase intangible benefits, like empowerment and self-confidence. A wide range of factors influences community participation in the planning and implementation of projects. While local people may be motivated to participate by economic, social, or political incentives, the absence of these incentives and/or numerous other factors like geography and language or communication acts as barriers. Moreover, the review of literature revealed that development practitioners and community members interpret and engage in participatory development depending on their unique circumstances. While a number of studies have been carried out on community participation in rural development projects, there are not enough research on

the relationship between Education Strategic Plan and community participation. Consequently, it is unclear the extent and manner that knowledge of DESP planning process, participation in planning the DESP, participation in school performance monitoring in the implementation of the DESP, and the challenges to effective community participation in the planning and implementation of the DESP impacted quality basic education delivery. However, the impact of the relationship between the DESP and community participation to quality basic education delivery is a gap hence an area for future research.



CHAPTER THREE

METHODOLOGY

3.1 Introduction

This chapter describes the methods employed by the researcher for the study and offers explanations for the choice of approach and methods. This is to enable researcher identify the strengths and weaknesses in the approaches and methods for future studies. This chapter is divided into five sections. The first describes the methods and approaches used. The second section describes pre-field preparations. The third section covers field work experiences. The forth section deals with data handling and analysis and ethical considerations. The fifth section describes the profile of the area of study.

3.2 Methods and Approach

3.2.1 Type of research

This study was an action research which used Participatory Learning and Action to explore and describe the relationship between the DESP and community participation towards quality basic education delivery in Salaga Town Council. Participatory Learning and Action (PLA) research was one of many approaches to action research. Action research had been defined as “learning by doing”, where a group of people identifies a problem, tries something to resolve the problem, evaluates the success of their action and, if not satisfied, revises the plan of action and try again (O'Brien 2001).

3.2.2 Research purpose and design

The study explored and described the relationship between the DESP and Community Participation towards quality basic education delivery in Salaga Town Council. This study used the field research design. This design was chosen because the researcher

wanted to be at the scene of the action (Salaga Town Council) to participate, observe and acquire in-depth knowledge about the relationship between DESP and Community Participation towards quality basic education delivery in Salaga Town Council. The researcher used the mixed methods approach to collect qualitative (text) and quantitative (numeric) data either simultaneously or sequentially to best understand and analyse the research questions and objectives. Descriptive statistics was used to analyse the data to make it meaningful to participants, stakeholders, the researcher and readers at large.

3.2.3 Target population

The target population of the study compressed of CBOs, SMCs/PTAs, CRLs, teachers, pupils', Assembly persons, and Circuit Supervisors within Salaga Town Council and the core staff of East Gonja District Assembly and East Gonja District Education Office.

3.2.4 Sampling design

The study used both probability sampling and non-probability sampling designs. This ensured that the strengths of each of the designs compensated for the weaknesses in either of the designs.

3.2.4a Probability sampling design and technique

Probability sampling was the general term for samples selected in accord with probability theory, typically involving some random selection mechanism (Babbie, 2005). The probability sampling design though never perfectly representative is more representative than non-probability sampling technique because it avoids conscious and unconscious biases. The selection of schools, and their SMCs/PTAs, teachers and pupils, CBOs, CRLs were based on probability sampling design, specifically stratified random sampling

technique. The probability random sampling was used to give each stakeholder an equal chance of being selected. The stratification variable was the role each stakeholder performed in the planning and implementation of the DESP. Stratified random sampling was used to sample various categories of participants/stakeholders. This ensured a greater degree of representativeness.

In all seven (7) CBOs were selected out of twenty-two (22), five (5) basic schools and their SMCs/PTAs, Teachers and pupils were selected out of twelve (12), nine (9) sections were selected out of twenty-four (24), ten (10) teachers were selected out of eighty-three teachers (83), and twenty pupils from five hundred and sixty-two (562) Junior High pupils. The list of schools, teachers and pupils were obtained from the DEO while the list of CBOs was obtained from the DA. The researcher in consultation with the Salaga Wura and Assembly Persons generated a list of the sections or suburbs within the Salaga Town council. These were categorized into electoral areas to ensure fair representation. The researcher then assigned numbers to the various sections, schools, associations, teachers and pupils. These numbers were written on both the list and pieces of paper for identification purposes. The pieces of paper with numbers representing the various sections/suburbs according to electoral areas, schools, associations, male teachers, female teachers, male pupils and female pupils were folded and put into separate boxes. The required representatives of the various stakeholders were picked from the boxes.

3.2.4b Non-Probability sampling design and technique

The decision to use stakeholders such as DA Officials, DEO staff, SMCs/PTAs, CBOs, CRLs, teachers and pupils; categorise stakeholders into primary and secondary target groups; select three (3) central mosques and two (2) churches; select Assembly persons,

District Education Oversight Committee, social services sub committee representative, DCD, DPO and DFO; front line Deputy Directors of Education, Monitoring and Evaluation officer, Community Participation Coordinator, Examinations Officer and Circuit Supervisor(s); and the directive to stakeholders to ensure gender balance in selecting their representatives are purposive. These participants are the appropriate persons at the district and community levels to provide information in relation to the research objectives because of their role(s) in quality basic education delivery.

The DA had nine (9) representatives and the DEO had seven (7) representatives. The five (5) sampled schools presented twenty (20) participants or representatives. Seven CBOs presented fourteen (14) participants. CRLs (representative of 9 sections, the Salaga Wura, Kasawule Wura/Asase Wura, and representatives of 2 churches and 3 mosques) presented thirty (30) representatives. Teachers were represented by ten (10) participants and pupils were represented by twenty (20) participants. In all one-hundred and ten (110) representatives of stakeholders in education participated in the study.

3.2.5 Unit of analysis

Stakeholders in education such as the DA, DEO, SMCs/PTAs, CBOs and CRLs were the unit of analysis of the study. This was because they were the main focus of the study.

3.2.6 Sources of data

The primary and secondary sources of data were used. Primary sources of information of the study was through Participatory Learning and Action, specifically semi-structured interview, focus group discussions, observation, field notes, protocol/interview guide and performance index with both primary and secondary target groups. The findings and

conclusions of the study were drawn from the information gathered from the primary sources.

Data from secondary sources included literature from authors such as Addae-Boahene (2007); Babbie (2005); Baku and Agyman (2002); Creswell (2003); Freire (1970); Fritze (2005); Mansuri and Rao (2004); Saunders et al. (2007); Neuman (2000); and Riley (1963). Journals by Academy for Education Development, Educational Research Network for West and Central Africa, UNESCO, World Bank, International Institute of Education Planning and Journal of Development Studies were also used. Also reports by Ministry of Education, Ghana Education Service, Government Accountability Improves Trust, and East Gonja District Education Office were resorted to. The researcher understood what had already been documented relative to the research questions and objectives, and integrated the study with previous research works to add knowledge to existing literature. Most of the literature was on spatial planning such as housing, and management of urban transport and water supply systems. This was because not much literature on the relationship between the District Education Strategic Plan and community participation was available.

3.2.7 Data collection techniques and tools

PLA was the main data collection technique. The researcher used tools under PLA techniques such as semi-structure interview, group interview and observation.

3.2.7a Participatory Learning and Action Research Techniques

Participatory Learning and Action was an umbrella term for participatory approaches such as Rapid Rural Appraisal (RRA), Participatory Action Research (PAR) and

Participatory Action Appraisal among others which evolved throughout the 1980s into the early 1990s.

The researcher's strong belief in the bottom-up approach was the main reason for adopting this approach. The researcher considered representatives of district and community level stakeholders in education as the appropriate agents of change and decision-making body ("experts") about their own social situation, especially quality basic education delivery through DESP. PLA approach ensured that stakeholders or participants analysed their performance, identified the challenges to their effective participation in the planning and implementation of the DESP, and developed an action plan to ensure their effective participation in the planning and implementation of the DESP.

The study was a collaborative effort of both the researcher and stakeholders or participants. The researcher helped participants or stakeholders tap their own knowledge and resources for effective use. The study emphasised the action phase of participation process, where participants or stakeholders developed action plans for a stronger relationship between the DESP and community participation towards quality basic education delivery in Salaga town council relative to specific objectives of the study. Preliminary contacts by the researcher revealed that most of the issues related to the planning and implementation of the DESP bordered on attitudes and behaviours, methods and information sharing which were the foundation pillars of Participatory Learning and Action.

The attitudes and behaviours which served as a guide for this study were; respect for local knowledge and capabilities, rapid and progressive learning, “handing over the stick” (allowing community members do much of the talking/discussion), flexibility and informality, offsetting biases, seeking diversity and self-critical awareness. The methods used for data gathering and analysis were; transect walk, mapping and diagramming, sorting and ranking, matrices, observation, semi-structured interviews or group interview, stakeholders meetings (before and after group discussions), stakeholders round table discussion, and performance index using Hausa and Gonja. These ensured triangulation, the use of diverse sources of information and different tools of data gathering to achieve high level of accuracy; and effective participation of all stakeholders (literate, low literate and illiterate). A multidisciplinary team comprising of representatives of the DEO, DA, SMCs/PTAs, CBOs, and CRLs and the researcher were means of triangulation, information sharing, transfer of skills and knowledge, and ownership of the process and outcome of the study meant to bring about desired changes in their attitudes and behaviours, especially with DESP planning and implementation.

The PLA team composed the researcher and eight (8) representatives of the stakeholders as field assistants. The field assistants were put into two equal groups as facilitation and assessment teams. The facilitation team (Team ‘A’) had the Community Participation Coordinator representing the DEO, chair person of the PTA of English and Arabic School representing SMCs/PTAs, the Catechist of the Roman Catholic Church representing CRLs, and the secretary of Tailors and Dress makers Association representing CBOs. The assessment team (Team ‘B’) had the Monitoring and Evaluation Officer representing the DEO, Social Services Sub-committee chair person representing the DA, the secretary of

the Gonjaland Youth Association representing CBOs and the Imam of Mallam Baba Konongo's mosque also representing CRLs. For each group interview or group discussion a member of each of the two (2) teams was put on stand-by to provide support to any of the groups as and when the need arose. At each group interview or group discussion the facilitation team assigned roles such as moderator, note taker and recorder (capture responses on flip chart for reference) to each member. The assessment team independently recorded responses from the group interview related to the research questions, specific objectives of the study and performance index. The researcher was at all sessions both as facilitator and assessor and ensured that the discussions or information provided addressed the objectives of the study. The researcher adopted the role of participant-as-observer as he introduced himself to stakeholders as a researcher and interacted with them without pretending to be a representative of any of the stakeholders. The researcher was a/an; planner, leader, catalyzer, facilitator, teacher, designer, listener, observer, synthesizer, assessor and reporter.

3.3 Pre-field Preparations

3.3.1 Preliminary Contacts

The researcher met the various stakeholders for discussions on how to ensure their effective participation in the development and implementation of the DESP. The outcome of these discussions influenced the choice of the type of research, design, data collection technique and tools, sampling techniques, and the analysis of data. An introductory letter from the Sociology and Social Work Department of the Kwame Nkrumah University of Science and Technology-Kumasi, to the East Gonja DEO, East Gonja DA and the

Director General of Education made the researcher's initial contacts with district and national institutions easier and fruitful.

At the district level the District Chief Executive and Coordinating Director introduced the researcher to the Assembly core staff and Assembly persons, members of the District Education Oversight Committee and some chiefs and opinion leaders in the district. The District Director of Education also introduced the researcher to the staff and directed that the Community Participation Coordinator goes with the researcher to the schools and circuit supervisors for introduction. The researcher got hard copies of the District Education Strategic Plan, Annual District Education Operational Plan, Annual District Education Activity Plan, enrolment, staffing, list of schools, performance review report and other documents from the DEO.

At the Ghana Education Service head office (Accra) the researcher was directed by the receptionist to the Director in-charge of basic education for the necessary assistance. The researcher got hard copies of the Basic Education Certificate Examination league table and ESP (2003-2015). The researcher's attention was drawn to the ESP (2010-2020), which was a review of ESP (2003-2015) and directed to the Planning Unit of the Ministry of Education for further information. The researcher got the soft copies of the Education Strategic Plan (2003-2015) and ESP (2010-2020) from the planning unit of the Ministry of Education.

The researcher identified influential members of the various stakeholders/target groups for preliminary discussions. These influential or opinion leaders later mobilised their members for broader discussions which centred on the problem statement, research

questions and objectives, methods and approaches, field assistants and selection criteria, proposed time lines, training process and ethical issues among others.

3.3.2 Designing Primary Data Collection and Analysis Tools

3.3.2a Interview Guide/PLA Protocol (see appendix I for details)

Group interview was the main primary data collection tool. The semi-structure interview was therefore appropriate and specifically used. The researcher developed an interview guide as required for semi-structured group interview or discussions. In developing the interview guide the researcher considered; the objective for using PLA (mobilize stakeholders and increase their awareness about the relationship between the DESP and community participation), and the specific objectives of the study; stakeholders; the transliteration and translation of questions from English to Hausa and Gonja; field assistants ability to speak Hausa and Gonja; and field assistants ability understand and comprehend.

The following steps were followed in the designing of a group interview guide or protocol;

1. Specifying the objectives of the study and information required from group interview or group discussion. The various specific objectives of this study were termed components. For example, stakeholders' level of knowledge about DESP planning process was captioned as component 1. Therefore the protocol or interview guide had five components based on the specific objectives of the study.
2. Choosing the Government Accountability Improves Trust (GAIT II) tailored design method as the appropriate for categorical data, specifically ranked or ordinal data.

3. The types of variables and which ones were appropriate for the study. The study focused on opinion and behavioural variables. This was because opinion variables recorded how/what participants felt, thought or believed were true or false relative to the research questions and specific objectives of the study. Behavioural variables were also appropriate because it recorded data on what participants did in the past, do now or will do in future in relation to the research questions and objectives of the study. Attribute variables such as sex, marital status, education, occupation and income were not important to this study. This served as a guide in the formulation and preparation of questions.
4. Designing open-ended-questions or grand tour question and probe questions. These questions were designed and categorized under components or objectives of the study to elicit responses. The PLA protocol or interview guide, observation guide, and performance index were inter-related and interdependent. Even though some the questions were 'what', the 'how' and 'why' questions were mostly used for detailed information or probe for clarification. Also because the PLA protocol was a guide some question were re-phrased to enable the researcher/PLA team vary their questioning pattern.
3. Translation or transliteration of various questions under each component of the PLA protocol/interview guide was done with the support of research assistants and stakeholders. The researcher was mindful of lexical, idiomatic, experiential and grammar and syntax meanings of words. The field testing exercise offered an opportunity to refine or review the translation or transliteration of the questions.

3.3.2b Observation guide (see appendix II for details)

It was not for nothing that God created and endowed animals especially humans with senses (hearing, seeing, feeling, tasting and smelling). The observation guide was to complement the interview guide/PLA protocol. This was because verbal response to verbal stimuli might not provide accurate and reliable information. Also human beings apart from verbal communication used symbols, signs and gestures such as waving, nodding, smiling, and frowning among others to communicate. Often the use of signs and gestures were instinctive or involuntary hence the need for observation. An observation guide was necessary because not all gestures, signs and symbols were relevant to the study.

The observation guide covered the following;

1. The appropriate definition of observation for the study.
2. What should be observed such as physical environment (school buildings, recreational facilities, etc) physical characteristics (textbooks, furniture, pupils, teacher, regularity and punctuality, BECE results, reports etc) participants or stakeholders attitudes and behaviours (nodding, waving, puffing squinting etc) related to the objectives of this study and elements of the performance index.
3. Who did/does observation? The researcher/PLA team was tasked to do critical observation and record them as supporting evidence (strengths or weaknesses) in their field notes and on the performance index.
4. Why use observation? The researcher emphasised that observation was necessary because most people were economical with the truth relative to the use of verbal communication but could be exposed naturally and involuntarily through symbols,

gestures and signs. Also the researcher believed that actions spoke louder than words. Again, because the study used of secondary data such literature from textbooks, journals and reports, observation was necessary for cross-checking information using the senses of seeing, feeling and hearing.

5. How to observe? The researcher stressed that all the five senses (hearing, seeing feeling, smelling and tasting) were to be used where necessary. However, this study used seeing, hearing and feeling or touching most. This provided evidence to whatever claim the researcher made.
6. When to carry observation. Observation was done within Salaga town council, during transect walk, immediately before, during and immediately after stakeholder meeting, group interviews, and stakeholder round table discussion to validate data. This ensured observation(s) were relevant to the study.
7. Recording: observations were to be recorded just before, during and immediately after; group interviews, stakeholder meetings, and stakeholder roundtable discussion to avoid losing relevant information.

3.3.2c Performance index

An index 'is a descriptive tool used to measure the relative change in price, quantity, or value from one period to another' (Lind et al. 2000:611). Recent research in multimodality focused on analyzing the verbal communicative behaviour of participants in group activities such as group discussion and observation of attitudes and behaviours (Cohen et al. 2002; Robinson et al. 2004; Carletta, J. C. and Kilgour 2004; Laskowsky and Burger 2005) that exploited Bales's Interaction Process Analysis (Bales, 1970) for

social interaction influenced the researcher's decision to use performance index as a data analysis tool for this study.

The following steps were used to design the performance index;

- Looked for performance index as a guide. The researcher used United States Agency for International Development models for pilot projects such as Quality Improvement in Primary Schools (QUIPS) project from 2000-2004 under the School Community Alliance, and Democracy and Governance project from 2004-2009 under the Government Accountability Improves Trust (GATII II) in some selected districts as guides.
- Tried to understand coding scheme and how it works. Bales (1950) coding scheme for Interactive Process Analysis used for group behaviour, task-oriented and relationship-oriented scheme; Smith (2008) 'Robert Freed Bales, group observation and interaction processes, and Rilley's (1963) Sociological Research were very useful in this direction.
- Identified how to link the coding scheme to the categorical data and the mixed methods approach to data analysis. The researcher found the GAIT II (2006) model as appropriate because the Ministry of Education and its agent (GES) approved and used it for their monitoring and evaluation. This was modified to suit the research questions and objectives of the study.
- Determined which measurement level was appropriate. The ordinal level of measurement was appropriate for measuring group interviews or group discussions using semi- structured interview. This was because the data was categorical data which could not be measured numerically. However, data could

either be classified according to their identified or descriptive characteristics or by placing in ranked order.

- Looked for performance measurement instruments and found the index appropriate for the study. This was to actualize the researcher's mixed methods design. An index is 'a type of composite measure that summarises and rank order several specific observations and represents some more general dimension' (Babbie, 2005:156). An index 'is a descriptive tool used to measure the relative change in price, quantity, or value from one period to another' (Lind et al., 2000:611). Therefore researcher developed and used the performance index to measure the relative change in performance from one level to another. A number of elements under a component or specific objective were merged into levels and ranked ordered as weak (information level) or getting started or 0%- 20% ; poor (consultation) or 21%-20%; average (partnership level) or moving along (41%- 60%); good (collaboration level) or 61%-80%; and outstanding (empowerment level) or showing result (81%-100). "A good categorical coding scheme requires a clear definition of categories which should be exhaustive and mutually exclusive" (Rilley, 1963:331).
- Identification of best practices relative to the objectives of the study. Categorized the best practices into elements (alphabets on the performance index) and levels such that a number of elements were merged and ranked to ensure the elements were exhaustive and mutual exclusive. (See appendix III for details)
- Measurement or assessment- Index, which is a descriptive tool was used to measure the level of performance from one level to another. The weighted average

approach was used to assess stakeholders' performance level. This ensured that qualitative data were analysed quantitatively (mixed methods approach). That is;

$$\text{Final score (\%)} = \frac{\% \text{ of Getting Started} * 1 + (\% \text{ of Moving Along} * 3) + (\% \text{ of Showing Results} * 5)}{\text{Weight} - 9 (1+3+5=9)}$$

$$\% \text{ of Getting Started} = \frac{\text{Number of elements checked/ticked}}{\text{Total Number of element (Getting Started)}} * 100$$

$$\% \text{ of Moving Along} = \frac{\text{Number of elements checked/ticked}}{\text{Total Number of element (Moving Along)}} * 100$$

$$\% \text{ of Showing Results} = \frac{\text{Number of elements checked/ticked}}{\text{Total Number of element (Showing Results)}} * 100$$

- Interpretation-where a stakeholder scored 1 or 0%-20% for any of the components on the performance index or objectives of the study that performance was described as getting started and implied information level, representing weak performance. On the other hand if a stakeholder scored 2 or 21%-40% for any of the components or objectives that was described as a mixed of getting started (1) and moving along (3) and implied consultation level, representing poor performance. Subsequently, if a stakeholder scored 3 or 41%-60% for any of the components or objectives that was described as moving along and implied partnership level representing average performance. Accordingly, if a stakeholder scored 4 or 61%-80% for any of the components or objectives that was described as a mixed of moving along (3) and showing results (5) and implied collaboration level, representing good performance. Finally, if a stakeholder scored 5 or 81%-100% for any of the components or objectives that was described as showing results and implied empowerment level, representing outstanding performance.

3.3.3 Training of Field Assistants

In all eight (8) representatives of the primary target groups were identified, selected and trained. The tenets of Participatory Learning and Action which include; multi-disciplinary team (DA, DEO, SMC/PTAs, CSOs, CRLs), use of insiders and not outsiders (people from the study area who spoke and understood the language of the people), people who were responsive to the outcome of the consultation and people who were prepared to learn rather than consider themselves as experts were considered. At least a representative of the various primary target groups was selected for training. This promoted the transfer of skills and knowledge to stakeholders and also made the study meaningful to participants and stakeholders. This demonstrated that local knowledge (the belief that development is influenced from within) was equally effective and efficient as the dominant use of questionnaire (the belief that development influenced from outside) for research.

The training was organised in two phases and facilitated by the researcher. The first phase was organised at the Salaga Community Centre from the 14th to 18th September, 2010. The first three days (14-16 September, 2010) were purely theoretical with intermittent exercises. The topics discussed were Education Strategic Plan, Participatory Learning and Action (history, foundation pillars, assumptions, uses, methods, tools and techniques), adult learning methods (who is an adult, adults orientation to learning, sitting arrangement, venue, group discussion, story telling, buzz group, case study, lecturette, energizers), facilitation skills (what is facilitation, qualities of a good facilitator, communication, barriers of communication, listening, barriers to listening, questioning, types of questions and team work), assessment, linking the protocol/interview guide/observation guide to performance index, consensus assessment and debriefing

(what went on well and what needs to be improved). The forth day was for facilitation and assessment practice. The last day was used for pilot testing or field testing to ensure a better understanding and application of the Participatory Learning and Action as a data gathering technique or research method. A two hour pilot test or field test in Kpembe, where the people spoke predominantly Gonja was organised. This offered the team the opportunity to field test their skills (facilitation and assessment), protocol/interview guide, observation guide, stakeholders performance index, process (stakeholders meeting to discuss objectives, ethical issues, agree on venue and time for focus group discussion, stakeholders meeting to share information on what transpired during focus discussion sessions and proposed actions) and debriefing (what went well and what needed to be improved). With the exception of the field practice, training started at 8:30 am and ended at 1:30 pm each day.

The second phase of the training was from the 5th to 8th of October, 2010. The first two days were used to polish up or fine tune the gaps and short falls identified during the first pilot testing or field testing exercise. The gaps identified and discussed include how to handle difficult participants, persons who hijack discussions, how to avoid answering all questions raised by participants, ‘handing over the stick’, time consciousness and time management, how to remain neutral, probing and learning to talk less and listening more as facilitators among others. The third day was used for facilitation and assessment practice. The forth day was used for pilot testing or field testing in Mankago Township, where Gonja, Hausa, Ewe and Twi were the major languages spoken. The PLA team had a fill of how the main field exercise was going to be because Salaga (Salaga town council) was a ‘Zongo’, where different languages such as Hausa, Gonja, Dagbanli, Twi,

Kotokoli, Moshi and Guruni among others were spoken. However, the dominant languages were Hausa and Gonja which were used to train field assistants and actual field work.

The training was used to increase the researcher's and research assistants' level of knowledge, determine the level of information to supply, sharpening questioning and listening skills, understand behaviours during interviews, understand approach to recording data, and testing of data collection tool for validity and reliability.

3.4. Field work

3.4.1 Primary data collection

This entails semi-structured interview, group interview, stakeholder meetings, administration of the performance index and stakeholders round table discussions.

3.4.1a Semi- structured interview

Interview was the main primary data collection tool. The semi-structure interview was specifically used because the purpose of the study was to explore and describe the phenomenon. There were purposeful discussions between the research team and participants. The research team gathered valid and reliable data relevant to the study through focus group discussion or group interview, stakeholders' meetings, and stakeholder round table discussion. The interview guide or PLA protocol, observation guide and performance index were the main semi-structure interview tools.

3.4.1b Focus Group interview

In all ten group discussions were organized. The DA, DEO, CBOs, and teachers each had a group interview. CRLs, SMCs/PTAs and pupils were each divided into two to ensure effective participation and group interview. Although Neuman, (2000) and Saunders et al (2007) indicated that a typical group interview should have four (4) and eight participants or twelve (12) participants the researcher used fourteen participants for CBOs because of the researcher's resources, the confidence the researcher had in the research team's facilitation skills and the stakeholders involved (civil society, advocates, sectional heads, chief, religious leaders and opinion leaders). This did not affect their performance levels. The researcher would have mobilized resources to divide the groups in to two if signs of poor group control and lack of openness and effective participation had been observed.

Field work was done in November, 2010 to enable the researcher use the Assembly persons who were about serving their four-year term to avoid using newly elected persons who might not have in-depth knowledge about the DESP. Group discussion with CRLs was held at the Salaga Wura's palace on the 10th November, 2010 at about 10:30 am. The DA's group discussion was held at the Deputy Coordinating Directors office on the 10th November, 2010 at about 3:00 pm and all participants were present except the District Finance Officer. The group discussion with the DEO was held at the DEO Conference Hall on the 12th November, 2010 at about 9:00 am with all participants present. The SMCs/PTAs discussions were held at the English and Arabic Primary school on 12th November, 2010 between 10:00 am and 12:50 pm. The CBOs discussion was held at the Community Centre on the 13th November, 2010 at about 2:00 pm. The group discussions for pupils and teachers were held at the English and Arabic Primary school on the 15th November, 2010 between 9:00 am and 11.00 am.

The facilitation team shared roles such as a moderator, note taker and flip chart recorder at all the PLA sessions. Any member of the team could switch to any of the roles especially where their colleague was not on top of the issues being discussed or process without exposing the his weakness to participants. The facilitation team did not only asked questions but also used PLA methods such as energizers, lecturette, group discussions, responsibility audit, 'H' form, matrices, pair wise ranking, daily/weekly/monthly activities, mapping and 'my dream school' among others to 'hand over the stick' to participants and encourage participation. However, the interest of the facilitation team was not about how beautiful participants drew maps or charts but on questioning participants based on the picture or information provided. Also, what will be done (action points) were of paramount concern. The assessment team observed (listening/hearing, seeing, touching) participants and took notes of strengths and weaknesses of participants relative to the objectives of the study. They had opportunity to ask questions especially where there was the need to probe. The researcher and research team ensured that all participants had opportunity to state their views and captured all responses relevant to the study. Each group discussions lasted for at least an hour and at most an hour and half.

3.4.1c Stakeholder Meetings

The researcher and field assistant met the various stakeholders before the group interviews or group discussions to explain the objectives, ethical issues, PLA process which includes deciding on the venue and time for the meetings. The meetings after the group discussions enabled participants/representatives of the various stakeholders give the larger group feedback on what was discussed and the proposed actions to ensure effective community participation in the planning and implementation of DESP.

Participants at the various group discussions selected a representative each who presented the issues discussed, the processes or methods used and proposed actions to the larger group. This offered members of the various stakeholders the opportunity to make their input and also mobilize members support and commitment towards the proposed actions. This was also used to cross check the information provided at group discussions. The meetings lasted between one (1) hour and one hour thirty minutes (1:30).

3.4.1d Roundtable discussion

This was held at the community centre on the 23rd December, 2010 to validate the information collected from the field. The data was categorized into qualitative and quantitative. The quantitative data or scores from the performance index with the aid of excel software were used to generate bar charts and tables which were put on slides. The qualitative data used as supporting evidence(s) to the findings and conclusions were also typed. Copies were printed and photocopied for each stakeholder four days before (20/12/2010) the actual date to enable them study the information and prepare their comments or corrections. The researcher presented his findings to the participants/stakeholders using power point. Participants were asked to give their comment (observations, additions, and corrections) to validate the information gathered. This was done within one hour, thirty minutes (1 hour 30 minutes).

3.5 Data Handling and Processing.

3.5.1 Assessment using stakeholders' performance index

The purpose of the study was to explore and describe the phenomenon. The performance index ensured the mixed methods approach was used fairly accurately. That is, collecting qualitative (text) and quantitative (numeric) data either simultaneously or sequentially to

best understand the problem under study (Creswell, 2003; Sanders et al., 2007). The performance index offered an assessment and a description of stakeholders'; level of knowledge about DESP planning process, level of participation in the planning of the DESP, and level of participation in school performance monitoring in the implementation of the DESP.

The researcher and individual members of the assessment team did their independent assessment immediately after a group discussion by checking or ticking elements under the components they had evidence from the group discussions that stakeholders exhibited achievement. The evidences from the group discussion were written at the back of the component's page which was blank and provided for that purpose. The individual assessment team members used the weighted average to assess stakeholders' performance level.

The PLA team met for debriefing basically to consider what went on well and what should be improved upon immediately after a session at the Community Centre which was the secretariat. The assessment team, the note taker of the facilitation team and the researcher met for consensus assessment at the community centre usually the next day at about 8:30 am for at least 45 minutes and at most 1 hour. Each member of the assessment team declared his assessment while the rest listened and took note of differences for discussions. The note taker of the facilitation team and the researcher provided evidence to either support or refute checks//ticks by the assessment team. Where they were any disagreement(s) between the assessment team and the note taker of the facilitation team or amongst the assessment team over observations regarding an element, thus whether it should be checked or not, then the researcher's assessment (outsider) was used. This

proved that the researcher accepted responsibility for any short comings or unethical behaviour. Also this was to justify the need to use an outsider's assessment to avoid or reduce biases by insiders.

A fresh performance index was used to check those elements that were generally agreed or observed to have been achieved by participants or stakeholders. The weighted average was calculated for each component or objective (1, 2 and 3) and recorded on the performance index. The results were declared by researcher.

3.5 .2 Data handling and processing

The performance index forms used by individual assessment team members were collected and kept in a plastic folder for safe keeping. The consensus performance indices were also kept in a different plastic folder. The researcher and research assistants took their time and went through used performance index over and over again to be sure nothing went wrong especially with the calculation of the weighted average and checks.

The performance index used was pre-coded for objectives 1, 2, and 3 as getting started (1), a mix of getting started and moving along (2), moving along (3), a mix of getting started and moving along (3) and a mix of moving along and showing results (4), and showing results (5). The coding for the forth objective was done during and after the field work by identifying relevant portions of the study from the field notes. The researcher selected these relevant portions for the forth objective and categorized them as district level stakeholders' challenges and community level stakeholders' challenges. The themes used to code district stakeholders view on the challenges to effective community participation in the planning and implementation of the DESP were; the district terrain,

lack of funding, lukewarm attitude of community level stakeholders and time wasting based on the responses or information participants provided. The themes used for community level stakeholders' challenges to effective community participation were; fear of accountability, communication gap, resistance to change, district officials' lack of participatory skills, others (lack of funds, time wasting and district terrain). These themes were reviewed over and over again so as to identify and merge information with the same or similar intent to ensure that they were exhaustive and mutually exclusive. The themes were ranked ordered during the field work at the various group discussions and stakeholder meetings using pair wise ranking.

The researcher keyed in the data on to the computer using excels software and cleaned the data (checking for misplaced values and omissions). The data were manipulated, analysed and presented statistically using bar charts and tables. When all was well with the performance index data the researcher then went through participants' views on the challenges to effective community participation and proposed actions to ensure effective stakeholder participation in the development and implementation of the DESP and ensured strange texts, misplaced texts or missing texts were avoided for reliability and validity before using the information for this report. ATLAS.ti software was used to cross check qualitative data but because the researcher was not competent enough the findings could not be used extensively. Objective five was done during field work at the focus group discussions and stakeholder meetings after focus group meetings. This was because PLA emphasises the action phase.

3.5.3 Ethical considerations of the study

“Ethical issues are the concerns, dilemmas and conflicts that arise over the proper way to conduct research. Therefore, ethics define what is or is not legitimate to do or what “moral” research procedure involves. Ethical issues involve a balance between two values such as the pursuit of scientific knowledge and the rights of those being studied or of others in society.” (Newman, 2001: 90).

This study was carried out in a social setting, therefore the researcher ensured that; i. the relevant persons, committees and authorities were consulted, and the principles guiding the study were accepted in advance by all; ii. the decision of those who did not wish to participate were respected; iii. favourable condition for suggestions from others (consultations before, during and after PLA meetings); iv. permission was obtained before making observations or examining documents; v. acknowledged other peoples’ work cited in this study; and accepts responsibility for maintaining confidentiality. These helped curtail ethical dilemmas.

3.6 Background of the area of study

It is important to briefly describe Salaga town council to enable readers understand the profile of the area of study. There underlying factors that necessitated the selection of Salaga town council were that; most of the people who perceived secular education as a strategy for converting people into Christianity had developed interest in secular education and poor quality basic education was a threat to this growing interest; most of the people were coming from other area councils within the district and could put lessons learned to use in their respective native communities; and the desire to ensure that the district capital gave a good account of its status.

Salaga derived its name from a Gonja word ‘Salga’ which means ‘to spread’ or ‘expand’. Oral history has it that it was inhabited by non indigenous people. The chief of Kpembe (Kpembe Wura) visited the settlers intermittently and on one of such visits remarked in Gonja that the settlement was spreading or expanding (‘kade na be salga’). Also each time an indigene (a Gonja) visited the settlement he/she was asked; “is the settlement spreading or expanding?” This gradually became the name of the settlement.

Salaga town council was one of the six (6) area councils in the East Gonja District. The Population and Housing Census (2000) stated that the population of Salaga Town Council was 16,196 with a male and female population of 8,123 and 8,073 respectively. It had 1,455 houses, 2,712 households and an average of 6.0 persons per household.

There were three main religious groupings in Salaga town council. These were Islam, Christianity and Traditional religion. Christians constitute about 22.6% of the population, Moslems constitute about 75.8% of the population and Traditionalists constitute 1.6% of the population. The three main religious groups lived in harmony.

Salaga was the administrative capital of the East Gonja District with twenty-four (24) sections or suburbs. There were five (5) electoral areas within the Salaga town council namely; Dagomba line, Lampor, Machera, Mfabaso and Ngua Alhaji. Salaga was a renowned centre of excellence in Islamic education.

Salaga Town Council had a long tradition of Islamic schools, with Islamic scholars mentoring a large number of students from across West Africa and the Sahel. Formal education is gradually gaining patronage because people who in the past refused to enroll

their children into formal schools had now established English and Arabic school and enrolled their children. There are two (2) circuits within Salaga Town Council namely; Urban 'A' and Urban 'B'. There are public and private schools in Salaga Town Council. The public schools are; twelve (12) Primary Schools, eight (8) Junior High Schools and two (2) Senior High Schools. The private schools are four (4) primary schools (East Gonja District Education Office 2010).

Agriculture is the predominant economic activity and employs over 81.8% of the economically active labour force (2000 PHC Reports) in the Salaga town council. Crops produced are mostly roots and cereals. Salaga is famous for the role it played during the slave trade era as the main market centre for slaves. The main source of water is dug out wells. Most of the wells were dug by the slaves. These wells are concentrated at '*Buban Kasa*', '*Machera*', '*Kapatey*', and '*Sanupe*', sections or suburbs within Salaga Town Council. Other attraction sites within the Salaga town council include the "*Wanka bayi*"- *Slave Bath*, a stream where slaves were bathed before they were sent to the market, and "*Rafin Angulu*"-*River Vulture*, another stream where dead bodies of slaves were deposited.

Salaga being the administrative capital and cosmopolitan community, modern celebrations such as Christmas, Easter, Edil fitri, and Edil Adha are the most common. The district has a hospital, two health centres (Catholic and Presbyterian health centres) and ten drug stores located in Salaga. It is faced with challenges such as potable water, sanitation, road network, inadequate school infrastructure and high illiteracy rate (formal education) among others.

CHAPTER FOUR

ANALYSIS OF DATA AND DISCUSSIONS OF FINDINGS

4.1 Introduction

The presentation and discussions related to the data from the field are classified under six sections. The first section covers the categories of participants of the various stakeholders of the study. Section two presents and discusses stakeholders' level of knowledge about the DESP planning process. Section three gives stakeholders' level of participation in planning the DESP. Section four covers stakeholders' level of participation in school performance monitoring in the implementation of the DESP. Section five discusses stakeholder challenges to effective community participation in the planning and implementation of the DESP. Section six presents stakeholders action plans towards ensuring outstanding levels of performance in relation to; knowledge about DESP planning, participation in planning the DESP, and participation in school performance monitoring in the implementation of the DESP.

4.2 Categories of Stakeholders and Participants of the Study

The categories of stakeholders and participants involved in the study were significant because it clarified and provided additional information about the target population, unit of analysis and sample. The categories of stakeholders included various group of stakeholders, number or frequency, sex, and percentages which were used to justify how and why the stakeholders or participants were used for this study.

The participants of the study were 110 (100%). Male constituted 57.27 per cent (63) of the 110 participants (100%), and were the majority. Female constituted 42.73 per cent (47) of the 110 participants (100%) and were in the minority. Although the difference was

insignificant, sex was not a stratification variable for the study. However, this was not deliberate but sheer coincidence. For instance majority of participants from the district level stakeholders were male because women did not occupy most of the positions targeted to provide information purposively for the study. The DCD, DPO, DFO, and Assembly persons within Salaga Town Council were all male. The DEO had the DDE and one frontline Deputy Director being female with the other targeted positions being occupied by male.

CRLs were the majority and constitute 27.27 per cent (30) out of the 110 participants (100%). The majority of this stakeholder (CRLS) was male who constituted 14.55 per cent (16) of the 110 (100%) while female were in the minority and constituted 12.73 per cent (14) of the 110 participants (100%). This category of stakeholders included the Salaga Wura, Asase Wura, a male and a female representative of each of the nine (9) sample sections (Muskai, Sanupe, Mempeasem, Kapatei, Daare-Salam, Lampor, Ngua Liman, Dagomba line and Edipe), a male and a female representative of each of the three (3) central mosques (Ngua Liman's Mosque, Lampor Mosque and Mallam Baba Konongo's Mosque), and a male and a female representative of each of the two (2) dominant churches in Salaga town council (Roman Catholic and Presbyterian). This stakeholder was very important because most of the public basic schools in Salaga town council were Faith-based. For instance out of twelve (12) public basic schools in Salaga Town Council only one (1) was a DA school. Also the religious and local political institutions were significant in terms of their ability to influence attitudes and behaviours of people within Salaga town council. Therefore, this category of stakeholder was among the appropriate to provide information on the DESP. Also their understanding and effective participation in the planning and implementation of the DESP towards quality

basic education delivery in Salaga town council was very significant. They were in a better position to effect lessons learned from this study in their respective school-communities.

SMCs/PTAs and pupils were the second majority of the participants for the study. SMCs/PTAs and pupils each constituted 18.20 per cent (20) of the 110 participants (100%). SMCs/PTAs and pupils both had equal gender representation of 9.10 percent (10) participants. The five basic schools involved in the study were; Salaga D/A primary and Junior High schools, Salaga E/A Primary and Junior High schools, Salaga Ansariya E/A Primary and Junior High schools, Salaga Saediya E/A Primary and Junior High schools, and Salaga Sakafato E/A Primary and Junior High schools. This category of stakeholder was directly involved in the management of schools in Ghana and for that matter Salaga town council. As a governing body, the SMC of a school-community is composed of a representative of; PTA, Chiefs and elders, DA (usually Assembly Person of the area), Unit Committee, teachers of a school (Primary and Junior High), old pupils of a school, DEO (usually Director/Circuit supervisor of the area), Headteacher of the school (primary/Junior high), and religious bodies (if a unit school). Ideally, each community/town should have one SMC but the reality was that each school-community had its SMC. Even, schools that had both primary and junior high school on the same compound with separate headteachers had separate SMCs. PTAs were composed of parents of pupils of a particular school and any other persons who had interest in pupils' education. This made their inclusion very important for this study. The purpose of their inclusion was to reactivate SMCs/PTAs, create awareness about the DESP, and generate discussions on BECE and SEA results, and their roles and responsibilities in the planning and implementation of plans (DESP/ADEOP/ADEAP) to strengthen the relationship

between DESP and community planning towards quality basic education delivery in Salaga town council. Pupils were a secondary target group. Their views were used to cross-check the responses provided by the primary target groups. They were selected because they were the ones who did the learning at school(s) hence most appropriate to discuss quality basic education delivery.

CBOs were the third majority of participants of the study. They constituted 12.73 per cent (14) of the 110 participants (100%) of this study. Male constituted the majority (7.27%) while female were in the minority (5.45%). This category of stakeholders included; Ghana Private Road Transport Union of the Trade Union Congress (two males), Hair Dressers Association (two females), Market Women Association (two females), Tailors and Dressmakers Association (a male and a female), Gonjaland Youth Association (a male and a female), Bicycle Fitters Association (two males) and Carpenters Association (two males). They were involved in this study to create awareness, stimulate their interest in education sector and galvanise their support for quality basic education delivery through strategic planning. For example carpenters could donate shapes they would have disposed-off as waste to schools as teaching and learning materials (TLMs).

Teachers were the fourth majority and constituted 9.09 percent (10) of the 110 participants (100%) of this study. Both gender had equal representation of 4.55 percent (5) participants. However, their inclusion as a secondary target group was to cross-check information provided by the primary target groups.

The DA was the fifth and constituted 8.18 percent (9) of the 110 participants (100%). Males were the majority with 7.27 per cent (8) and females were in the minority with 0.91

percent (1) of the participants. The officials of DA and DEO were technocrats mainly responsible for quality service delivery through community participation as directed by the 1992 Republican constitution under the Local Government and National Development Planning Acts. The inequality of gender for both the DA and DEO was not deliberate. The targeted positions meant to provide information purposively for this study were occupied by males. The positions targeted at the DA were DCD, DPO, DFO, a representative of the Social Services sub-committee, a representative of DEOC (DDE) and three Assembly Persons within Salaga town council.

DEO was the sixth and constituted 6.36 per cent (7) of the 110 participants (100%) of this study. Males constituted the majority with 5.45 per cent (6). Females were in the minority and constituted 0.91 per cent (1). The positions targeted at the DEO were the frontline Deputy Directors (supervision, planning, human resource, and finance and administration), Circuit Supervisors (2) and Examinations Officer. Their inclusion was because persons occupying those positions had the authority to implement whatever lessons learned and experiences gained from this study in the town council and the entire district.

Table 4.1 Categories of Stakeholders and Participants of the Study

Stakeholder(s)	Sex				Total	
	Male		Female			
	No.	%	No.	%	No.	%
Community and Religious Leaders	16	14.55	14	12.73	30	27.27
School Management Committees/Parent Teacher Associations	10	9.09	10	9.09	20	18.18
Pupils	10	9.09	10	9.09	20	18.18
Community Based Organisations	8	7.27	6	5.45	14	12.73
Teachers	5	4.55	5	4.55	10	9.10
District Assembly	8	7.27	1	0.91	9	8.18
District Education Office	6	5.45	1	0.91	7	6.36
Total	63	57.27	47	42.73	110	100

Source: Field Data, November, 2010

From table 4.1, the stakeholders and participants of the study were targeted not just because they were people who lived within Salaga town council but purposively because they were the most affected by policy decisions related to basic education hence had very useful information for the study. Also their roles and responsibilities in the planning and implementation of the DESP were very crucial if quality basic education were to be achieved in Salaga town council. This was in line with the GAIT II (2009); Education

Act, 2008; European Union (2004); and Bibby and Alder (2003) definition, and classification of stakeholders.

4.3 Stakeholders/Participants Level of Knowledge about the District Education Strategic Plan Development/planning Process toward Quality Basic Education Delivery

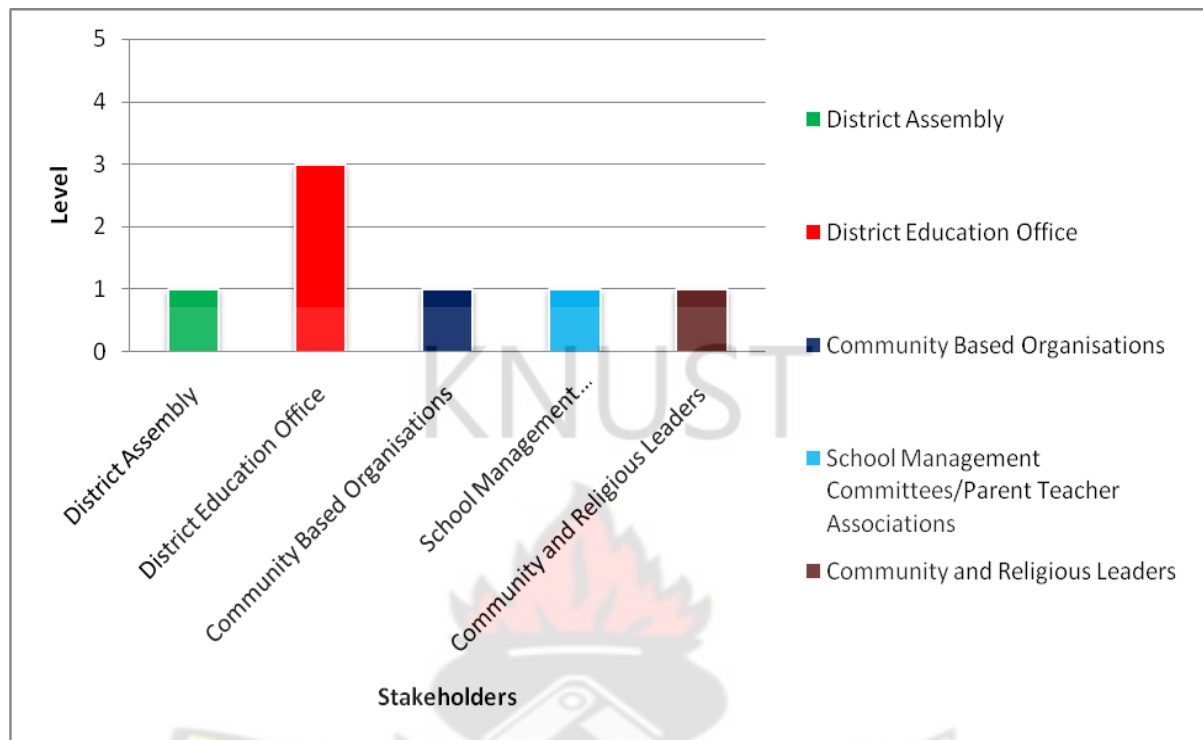
The DEO was the stakeholder that knew most of the DESP planning process as compared to the other stakeholders. It scored 3 (41% - 60%) out of 5 (81%-100%), which was an average performance level. This was described as moving along and implied the DEO partnered with another or other stakeholder(s). The frontline Deputy Directors in charge of Planning, Finance and Administration, Human Resource and Supervision knew some aspects of the planning process of the DESP. However, the lower ranks such as the Examination Officer and Circuit Supervisors had little or minimal knowledge about the process. The DEO failed to follow the directive and initial training on the ESP/DESP by the Ministry of Education through the Ghana Education Service meant to enable it share information on the policy with staff and other stakeholders. The planning unit perceived the DESP as a mechanism used to feed the District Director of Education, Regional Director of Education, Director General of Education and the Minister of Education with facts and figures for central government budgeting and also negotiations with development partners for support. Although this was one of the five partnership commitments signed under the Paris Declaration to Aid Effectiveness in 2005 as reported by Addae-Boahene (2007), it was not enough. It was important that stakeholders understood and implemented the partnership commitments in its entirety to avoid picking them individually as and when it suits them. This might be one of the reasons why quality

basic education delivery especially BECE results took a downward trend in the Salaga town council. Also this was a clear indication of lack of comprehensive knowledge about the DESP planning process or incomprehension on the part of the DEO especially the planning unit. Further, it was an indication that the DEO failed to use its field staff or structures and other community level structures such as CPC, C/Ss, SMCs/PTAs, proprietors of mission schools, chiefs and elders, circuits and cluster schools effectively.

All the other stakeholders, thus DA, CBOs, SMCs/PTAs and CRLs scored 1 (0%-20%) out of 5 (81%-100%). This was a weak performance level, described as getting started and interpreted as seeking or having information about the DESP planning process. Even with this weak performance level (getting started); stakeholders knowledge were limited to some aspects of their roles and responsibilities towards quality basic education delivery. They did not know the vision and mission statements of the DEO, the rationale and components of the DESP. It was therefore not surprising that the academic performance of pupils at the BECE level in the Salaga Town Council over the years took a downward trend.

Stakeholders level of knowledge about the DESP planning process is presented in figure 4.1.

Figure 4.1 Stakeholders/Participants Level of Knowledge of the Development Process of the District Education Strategic Plan towards Quality Basic Education Delivery



Source: Field Data, November, 2010.

From figure 4.1, one can say to an extent that, the field data corroborated Oliveira's (2001) assertion that, knowledge possession reflect occupational requirement. Differences in knowledge possession undoubtedly exert a potentially strong influence over the definition of trade-offs and, significantly affected wealth and power distributions. With this study however, it affected stakeholders' level of knowledge about the DESP planning process.

The data also confirmed Kolkman et al (2005) assertion that, different knowledge basis between local citizens and government officials' led to mistrust and marginalization which affected local community participation. Where two parties did not "speak the same language" citizens were excluded from participating in decision making. In this study however, 'level of information received by stakeholders' was the language. Information

follow about the DESP planning process from the DEO especially the planning unit was poor. Therefore, level of information flow was a barrier to community participation.

Interestingly the qualitative data from the field seem to suggest that there were power struggle or a lack of coordination between stakeholders and units. Although the Education Act 2008, Act 177 and Act 462 of Ghana's Republican Constitution (1992) give the DA absolute control over decentralised departments including the DEO there is still power struggle. It was strange that the DA did not know the process of developing the DESP but the DEOC had oversight responsibility over the DEO among others. This was what a representative of the DA said to support this claim:

“Let me find out from my deputy if he has an idea what the District Education Strategic Plan is about because honestly I have no idea. The Education Office is still not decentralised as many people think. They do their own things and where they need our support they come begging. That is the problem. When it suits them they are not part of the decentralised departments but when they are handicapped they are a decentralised department. I think something has to be done to resolve this issue of decentralised departments once and for all.”

Also a representative of the DEO said;

“Let the Assistant Director- Planning explain the DESP development or planning or whatever process because his unit did every thing. How they went about its development some of us cannot explain. It is because of days such as today that we wanted to know how and why the DESP”

Also circuit supervisors who linked the DEO and school-communities were under the supervision unit (Deputy Director, Supervision). Therefore, the planning unit (Deputy Director, Planning) did not feel obliged to disclose its activities, especially the process of

developing the DESP to circuit supervisors. And the supervision unit did not also feel oblige to provide the planning unit with information from the communities.

Although the PLA team provided information about the process of DESP planning, strategies for consultation, partnership and collaboration, and empowerment such as education forum, SPAM, community drama, training, income generation, and SPIP development (See **Performance index for details on appendix III**) there was an urgent need to reverse this situation because the DEO cannot ensure quality basic education all alone, and without information flow, mutual trust, peace and tranquility.

From figure 4.1 stakeholders level of knowledge about the DESP planning process was generally a weak performance level (0%-20%). This was because the majority scored 1 (getting started) which was as a weak performance level, interpreted as stakeholders seeked or had information on the DESP planning process. Even though the DEO had an average performance level (41%-60%) which was described as moving along and interpreted as having partnership it was not the best score for an implementing agency.

4.4 Stakeholders Participation in Planning the District Education Strategic Plan

Stakeholders' level of participation in planning the DESP was generally a weak performance level (0%-20%), which was described as getting started and implied seeking or having information for participation in planning. The DEO scored 3 (41%-60%), which was the highest. This was an average performance level which was described as moving along and implied seeking or having partnership with other stakeholders in planning the

DESP. The DEO considered collecting information from Circuit Supervisors and Headteachers as stakeholders' participation in planning the DESP because they were members of the SMCs/PTAs. However, this consultation and partnership were limited to figures on staffing, enrolment and retention rate, pupils-textbook ratio, number of classrooms and furniture, and pupils and teachers' attendance which did not really have input from other stakeholders such as CRLs, SMCs/PTAs, and CBOs. What DEO, however, failed to cross check was whether the information it received from the Circuit Supervisors and Headteachers were the views, aspirations and wishes of members of the SMCs/PTAs. It also failed to share information it received from circuit supervisors and headteachers with other stakeholders for effective planning. Also the DEO was unable to tell the type and level of participation it expected from other district and community level stakeholders. This was contrary to Freire's (1970) principles of transformative learning, Chambers (1983) principles or tenets of PRA, and the principles development assistance, specifically CBD and SWAp as indicated by Mansuri and Rao (2003) and Addae-Boahene (2007) respectively.

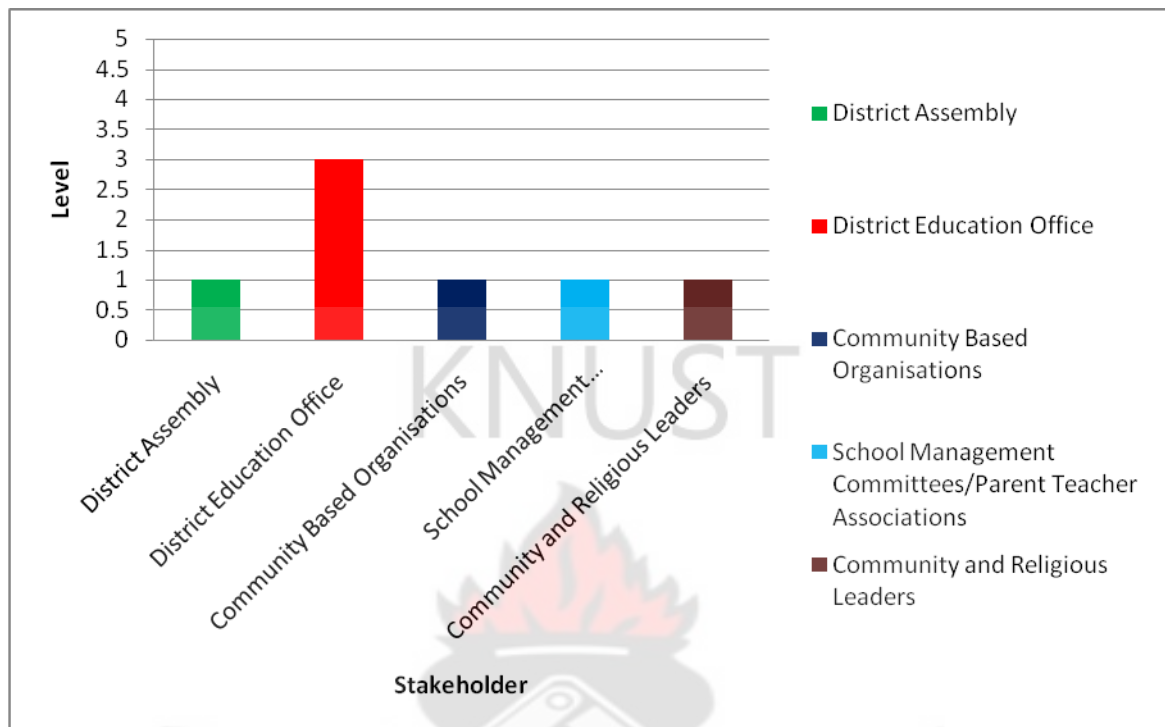
It was therefore not surprising that quality basic education delivery especially academic performance took a down trend. Stakeholders community participation approach especially the DEO had no theoretical basis. There was an urgent need for stakeholders to understand, adopt and link their participation activities to existing theories in order to be effective and efficient, especially in the planning and implementation of the DESP.

Perhaps the DEOs attitude validated Ameyaw-Akumfi's (2001) and Baku and Agyman (2002) assertion. Ameyaw-Akumfi's (2001) declared that the central control and management of the education delivery system for over a long period has had a reverse

effect on local community commitment and involvement in quality basic education delivery. Baku and Agyman (2002) also stressed that the traditional role of the community was to provide school infrastructure. There was an agent need for the DEO to establish strong links with community structures such as CBOs, SMCs, PTAs, CRLs/chiefs and elders, Assembly persons and unit committee among others, and strengthen them to ensure effective community participation in the planning of the DESP towards quality basic education delivery in Salaga town council.

The DA, CBOs, SMCs/PTAs, CRLs scored 1 (0%-20%), which was a weak performance level and described as getting started and implied seeking or having information on stakeholders participation in planning the DESP. This level was not good for participatory planning and effective community participation. The DA which was the body responsible for the general planning of the district did not see itself participating in the planning the DESP towards quality basic education delivery. Even though the DA solicited the DEO's input for the District Medium Term Development Plan and budgeting among others it was strange that it did not actively participate in planning the DESP/ADEOP/ADEAP. Also the DA constructed school infrastructure, organised mock examinations for pupils, supplied mathematical sets, and sponsored teacher trainees among others but did not know there was another plan it was supporting apart from its development plan.

Figure 4.2 Stakeholders' Level of Participation in Planning the District Education Strategic Plan towards Quality Basic Education Delivery.



Source: Field Data, November, 2010

Figure 4.2 confirmed Isham et al. (1995) and Mansuri and Rao's (2003) assertion that where project beneficiaries were involved in decision-making at all stages of the project cycle participation was higher or participation moved to the level of self-initiated actions which was referred to as the exercise of 'voice' and 'choice' or 'empowerment' in CBD/CDD terminology. Stakeholders' level of participation was weak in this study because they were not part of the decision-making process with regards to prioritisation and target setting, identification of activities, setting the time frame, budgeting and mobilisation of resources, assignment of roles and identification of monitoring indicators.

From the qualitative data this was what a representative of the CBOs said;

“..excuse me to say that the DEO/DA only recognise big time NGOs like ibis, CARE International to mention a few as partners in the planning and implementation of the DESP and others. They forget or do not know that we can contribute a lot towards quality education delivery as CBOs, FBOs and local associations. Listen, Tailors and Dressmakers can subsidise the cost of sewing school uniform, make dusters and door mats for schools. Artists can design the vision and mission statements on the walls of the Education office. I can go on and on. We also stand to benefit when we contribute to quality education delivery of the area because reading and writing are important to all the associations we have in Salaga. Let us use this opportunity to build a strong relationship for our mutual benefit.”

From the statement by a representative of CBOs among others, the DESP was not participatory because most stakeholders were not invited to or/and did not take part in planning meetings, did not recall any invitation extended to them to attend planning meetings either verbally, through radio, ‘gongong’, or letter(s); network with other stakeholders; have copies of the DESP, ADEOP/ADEAP; mobilised resources to support DESP implementation; or developed an action plan to support DESP implementation (**see appendix III for details**). According to Mannheim (1940), dictatorship was the result of low level participation in planning and high level of centralisation of planning. Therefore, urgent steps should be taken to reverse this highly centralised planning system to curtail the consequences of dictatorship or revolution.

4.5 Stakeholders’ School Performance Monitoring in the Implementation of the DESP towards Quality Basic Education Delivery.

The DEO had the highest score of 4 (61%-80%) which was as a good performance level and described as a mixture of elements of moving along and showing results. This was interpreted as stakeholder collaborated/involved other stakeholders in monitoring school performance . The DEO’s performance was high because field staff especially circuit supervisors visited schools at least twice a term to check on teachers’ and pupils’

attendance, lesson notes preparation, and teachers lesson delivery. Also they took enrolment figures and inventory of school items, and attended SMCs/PTAs meetings which were school performance monitoring activities. Also the DEO received information in the form of situational report (termly and yearly) from Headteachers. However, the directorate had not been able to embark on supervision specifically for school performance monitoring in the last six (6) months.

The DA and SMCs/PTAs had the second highest score of 2 (21%-40%) which was a poor performance level and described as a mixture of elements of getting started and moving along. This was interpreted as a stakeholder holding consultations with other stakeholders in monitoring school performance to ensure quality basic education delivery. The DA had the Assembly persons, DEOC and Social services sub-committee among others to monitor school performance which ensured quality basic education delivery. These committees existed and understood their roles and responsibilities but were not functional in terms of school performance monitoring in the implementation of the DESP. The DEOC, for example, met to discuss BECE results among others but did not officially visit any school in the Salaga Town council on school performance monitoring. The DEOC unlike the SMCs/PTAs were mobile in terms of means of transport (official vehicles at the disposal of most members) and received allowances but as to why it was unable to embark on school performance monitoring was something that beats one's imagination. The SMCs/PTAs also met and discussed issues affecting quality basic education delivery and developed SPIPs, organised open-days, and meetings to improve upon the existing situation. They also visited schools, mobilised resources for maintenance of school structure, provided school infrastructure, provided pupils' school basic needs such as exercise books, supplementary readers, school bags, pens/pencils, mathematical sets and

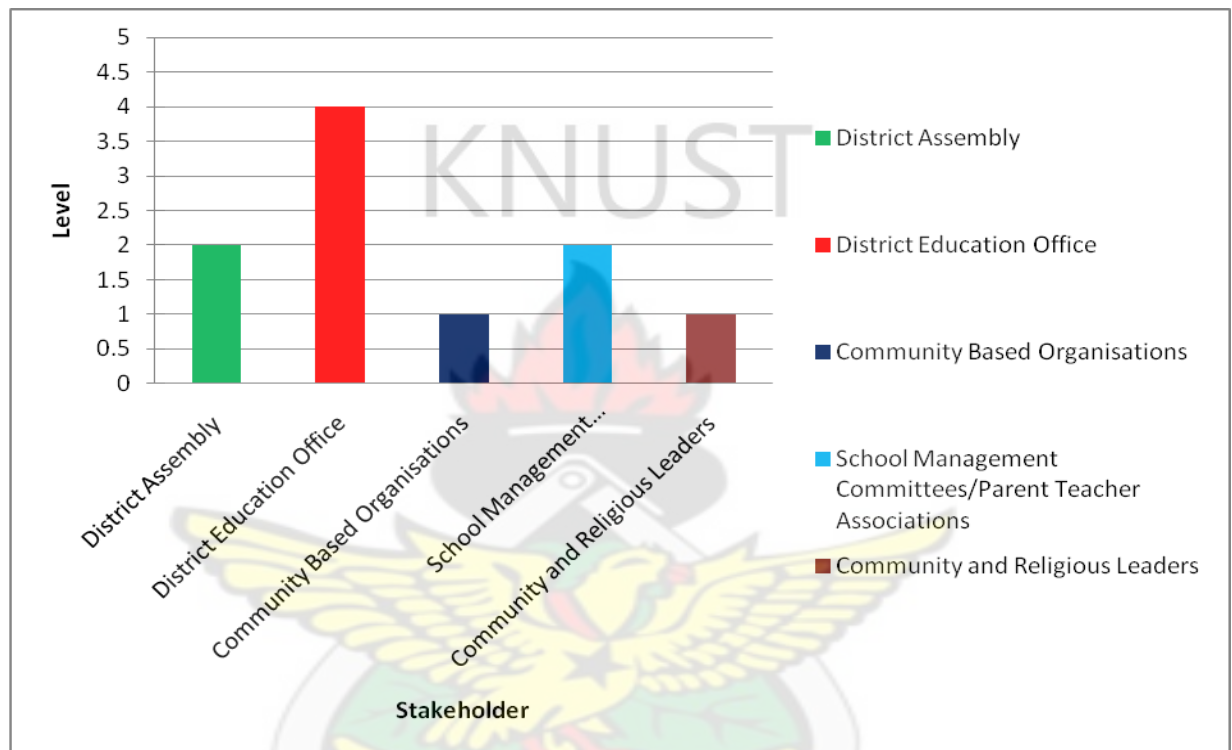
school uniform, and ensured that pupils study at home. However, these activities were not carried out deliberately to achieve set targets under the DESP/ADEOP/ADEAP. The SPIP of the various schools were not developed in line with DESP/ADEOP/ADEAP or with the DESP/ADEOP/ADEAP in mind.

This did not support the explanation of participatory monitoring as varied degrees of participation (from low to high) of different types of stakeholders in initiating, defining the parameters for, and conducting monitoring and evaluation or a social process of negotiation between people's different needs, expectations and worldviews or political process which addressed issues of equity, power and social transformation as proposed by Estrella 1997; GAITT II 2006; and UNPF 2004.

CBOs and CRLs had the least score of 1 (0%-20%) which was a weak performance level described as getting stated and interpreted as a stakeholder seeking or having information about school performance monitoring. Most schools in the Salaga Town council were mission schools (Roman Catholic, Presbyterian, Pentacostal, English and Arabic) which were referred to as community-schools. It was therefore surprising that Community and Religious Leaders were not actively and effectively monitoring school performance. One could attribute this to the fact that most proprietors of English and Arabic schools considered the absorption of their schools by government as a favour rather than a right. Therefore, these proprietors were not able to monitor school performance for fear that the District level stakeholders could recommend the termination, closure or withdrawal of their schools from the list of public schools. Also most of the proprietors had little or no formal education hence did not understand their right to quality service delivery,

especially quality education which include basic education as indicated in the Education Act, 2008 and ESP (2003-2015).

Figure 4.3 Stakeholders' School Performance Monitoring in the Implementation of the DESP towards Quality Basic Education Delivery



Source: Field Data, November, 2010

It is quite obvious from figure 4.3 that stakeholders' level of school performance monitoring in the implementation of the DESP was on an average a poor performance level (21%-40%), which was described as a mixed of getting started and moving along and implied stakeholders held consultative meetings with other stakeholders on school performance monitoring.

Generally, stakeholders school performance monitoring in the implementation of the DESP was contrary to Resource Center for Participatory Learning and Action's (2008) view that

it was important for development intervention to monitor the activities being carried out in a logical sequence taking in to account how inputs, activities implemented, degree of participation, degree of ownership and empowerment among others impacted on beneficiaries in a participatory manner.

4.6 Challenges to Community Participation in the Planning and Implementation of the DESP towards Quality Basic Education Delivery

District level stakeholders' (DEO and DA) were of the view that inadequate funds for community participation activities was the worst challenge to the planning and implementation of the DESP towards quality basic education delivery in Salaga town council. The DA and DEO shared the same view. They mentioned fuel, per diem/allowances for staff and other stakeholders, training, logistic, canopies and furniture among others as the cost involved in ensuring effective community participation. Also participants emphasised that lack of budgetary allocation for community participation was a major set back to the bottom-up approach to planning and development.

Perhaps this confirmed Heck's (2003) observation that the major constraint of genuine community participation was lack of political will to promote participation in a country or project area with bond of relationship at international, national and lower levels. The lack of understanding, sympathy and/or experience regarding participatory projects of one or more cooperating institutions often made it particularly difficult to render a project or at least some of its participatory components. These institutions may have different views such as a predominantly macro-economic and/or technocratic views and approaches regarding rural development, which determines their willingness to chat the course of community participation.

District level stakeholders were also of the view that community participation was time wasting hence feared that deadlines could not be met if community members were to be involved in the planning and implementation of the DESP. They mentioned high illiteracy rate and high ignorance among community level stakeholders as reasons why they see community participation as time wasting. A statement by a representative of the DEO below affirmed district level stakeholders view;

“If I have been teaching in school-communities for some time and I have become an officer. You should expect me to have enough experience to plan for the betterment of the people. If we were to involve community members in the planning and implementation of the DESP/ADEOP/ADEAP then we could not have met deadlines. Also their involvement will not make any difference. What do they know about DESP, where do they know, how....”

The above statement was contrary to Chambers reversal learning and a clear violation of Chambers’ (1983) assertion that sharing knowledge takes forms such as; local people shared knowledge among themselves, especially through analysis in groups and visual presentations; local people share that knowledge with outsiders as outsiders restrain themselves from putting forward their own ideas initially or imposing their own reality on local people; and outsiders themselves share what they learned with each other and with local people. Such attitudes and behaviours were also contrary to Chambers (1994) indication that Participatory Rural Appraisal promotes prescriptive ideas such as; poor people are creative and capable and could and should do much of their own investigations, analyses and planning; outsiders have roles as conveyors, catalysts, and facilitators; and the weak and marginalized can and should be empowered (Chambers, 1995:954). Also it was contrary to Freire’s (1970) assertion that the content of education and development should be determined by the learners, local people or beneficiaries of development projects. Again, such statements and attitudes are what Freire (1970)

referred to as liberating the oppressed with instruments of domestication such as the use of monologues, slogans, and communiqués instead of dialogue.

Similarly, the statement was contrary to Mansuri and Rao's (2003) assertion that CBD is an umbrella term that refers to projects which actively included beneficiaries in their designing and management. CBD projects are those communities have direct control over key decisions as well as the management of investment funds.

Again, district level stakeholders (DA and DEO) tried to justify their inability to involve stakeholders in the planning and implementation of the DESP with statements such as;

"...there are over 100 communities and 140 basic schools in East Gonja district. These are categorised into area councils by the District Assembly or Ministry of Local Government and Rural Development and Circuits by the District Education Office or Ghana Education Service. It is not going to be easy or possible to get these communities, school communities, community level stakeholders from the various area councils and circuits involved in the planning and implementation of district plans, especially District Education Strategic Plan. Do not let us deceive ourselves about community participation. It is just not possible...."

The above statements indicates that the district level stakeholders (DA and DEO) see the development/planning and implementation of the DESP as their responsibility and did not see why it should involve other stakeholders in the development and implementation of such a plan. This is a clear case of marginalisation, ignorance of the rationale and benefits of strategic planning, a deficit in the understanding of the decentralisation concept or a deliberate attempt to frustrate the decentralisation process by district level stakeholders.

On the basis of Addae-Boahene's (2007) assertion that the five partnership commitments signed under the Parish Declaration on Aid Effectiveness in 2005, one can conclude that to an extent aid was ineffective in Salaga Town Council. This was because harmonization of systems and mechanisms, one of the condition of the sector wide approach include; Act, 462 and Act, 480 (Republican Constitution of Ghana, 1992) regarding local government and decentralisation, and National Development Planning process were not adhered to or enforced by the powers that be.

Thirdly, district level stakeholders were of the view that the terrain (vast land, hard to reach and scattered communities) hinders effective community participation. The DA shared this view the most. District level stakeholders were of the view that East Gonja was one of the largest districts in Ghana. One could access the Abrumase Ccircuit /Area Council from the district capital by crossing the Volta Lake from Makango in the Northern Region to Yeji in the Brong Ahafo Region. From Yeji it was about 24 miles (49 kilometres). Also the Kpariba area/Rural North Circuit of the East Gonja District was accessed through Tamale, which was 115 kilometres (72 miles) away from the district capital.

However, community level stakeholders argued that Salaga town council was not affected by terrain. Salaga town council was the district capital and it would not cost district level stakeholders much to organise information sharing meetings, organise strategic meetings, embark on school performance monitoring, or question-and –answer session. They concluded that Salaga town council was not a different community from where DA and DEO officials lived. The fuel officials used to their offices could equally be used for community participation activities. Perhaps this confirms Marsland (2006) assertion that

issues inherent to the local context and local government structures are a barrier to achieving higher levels of participation. The empowerment of local committees is seen as a threat to local government officials. The DA had structures such as Area/Town Councils, electoral areas, and units while the DEO had Circuits, zones, and cluster centres as recognized structures but did not consider empowering the personalities at the various levels as qualified to discuss ESP/DESP/ADEOP/ADEAP. If these structures were the basis of election and politicians visited the people to canvas for their votes by articulating their views then one would find it strange why these communities suddenly became far and remote or 'over seas' or hard to reach communities. With this and many others one will agree with Marsland's (2006) view that local government officials felt threatened by empowering local steering committees and tag to the notion local people are primitive, lacks initiative, corrupt and uneducated. Hence district level stakeholders or district authorities felt they should carry the worry of rural people on their shoulders.

District level stakeholders considered lukewarm attitude of community level stakeholders as a challenge to effective community participation in the development and implementation of the DESP. This could be attributed to stakeholders not benefiting from their participation in programmes and activities of district stakeholders. According to GAIT II (2005) government cannot do it all alone, and that progressive societies were those that practiced effective participation or democracy.

Table 4.2 District Level Stakeholders Views on the Challenges to Community Participation in the Planning and Implementation of the DESP towards Quality Education Delivery.

Rank	Challenge
1	Inadequate funds
2	Time wasting
3	Terrain
4	Lukewarm attitude (Community level stakeholders)

Source: Field Data, November, 2010

From table 4.2 the challenges to effective community participation according to district level stakeholders (DA and DEO) were in order of magnitude; inadequate funds, time wasting, terrain, and lukewarm attitude of community level stakeholders to district level activities, especially planning.

Community Level Stakeholders View on the Challenges to Community Participation in the Planning and Implementation of the DESP towards Quality Education Delivery

Community level stakeholders mentioned district level stakeholders, specifically DEO, fear of accountability as the major challenge to community participation in the planning/development and implementation of the District Education Strategic Plan. They

felt the DEO did not involve them in planning the DESP because it did not want to be accountable to them. There is some mistrust between the district level stakeholders especially the DEO and community level stakeholders especially SMCs/PTAs. Stakeholders tried to link the DESP to the capitation grant policy where some headteachers forged signatures/thumb prints of SMCs chair persons to enable them access the grant from the bank without community members' knowledge and the required sanction for forgery were not applied. They foresee a situation where central government, donors or development partners such as ibis, Care International, Department for International Development and United States Agency for International Development among others sponsoring activities on the DESP and the DEO would not like community level stakeholders to have information about the amount and how the amount will be disbursed or how it was spent. This contributed to the lukewarm attitude of community level stakeholders. For instance it was revealed that where SMCs/PTAs reported teachers they perceived as non-performing (not regular and not punctual, go to school drunk, and sleep in class) to the DEO, the best/worse the office did was to transfer those teachers without replacement thereby creating shortage of staff and additional burden on the few performing teachers. Where the DEO replaced the said non-performing teacher, a worse non performing teacher was swapped as a replacement. This contributed to the lukewarm attitude of community level stakeholders.

This was the reaction of SMCs/PTAs representative during the focus group discussions:

“When it comes to the issue of accommodation for teachers, construction of classrooms, urinal among others, the DEO and teachers say the school is for the community but when it is about capitation grant money, participatory planning and other perceived financial benefits they say community members are not responsible or part. This has often confused us. For example if you report a non-performing teacher (absenteeism, alcoholism etc) to the circuit supervisor and insist that some form of disciplinary measures

are meted out to correct the situation they transfer the teacher from your school to another school and leave your school with a few teachers or no teacher. How can this encourage community participation?"

The second major challenge to community participation in the development and implementation of the District Education Strategic Plan towards quality basic education delivery in Salaga town council according to community level stakeholders was district level stakeholders resistance to change. Community level stakeholders held a unanimous view on the issue of district level stakeholders resistance to change. They indicated that district level stakeholders, especially the DEO was finding it difficult to come to terms with the local government system and education decentralisation which emphasised stakeholders' participation in decision-making. The study revealed that SMCs/PTAs, CBOs and CRLs had no copies of the DESP, ADEOP and ADEAP, and they were not part of their development although they helped increased enrolment especially girls, organised extra classes and ensured punctuality and regularity of pupils which were targets on the DESP/ADEOP/ADEAP.

In community level stakeholders' view, the third major challenge to effective community participation in the development and implementation of the DESP towards quality basic education delivery in Salaga Town Council was that district level stakeholders lacked skills in the use of participatory approaches. CBOs and CRLs expressed this view the most. DEO staff by their training are to impart knowledge to children and they had transferred this skill to their engagement with adults. A representative of CBOs said:

"..excuse me to say that the DEO/DA only recognise big time NGOs like ibis, CARE International to mention a few as partners in the development and implementation of the DESP/ADEOP/ADEAP and others. They forget or do not know that we can contribute a lot

towards quality education delivery as CBOs, FBOs and local associations. Look Tailors and Dressmakers can subsidise the cost of sewing school uniform, make dusters and door mats for schools. Artists can design the vision and mission statements on the walls of the Education office. I can go on and on. We also stand to benefit when we contribute to quality education delivery of the area because reading and writing are important to all the associations we have in Salaga. Let us use this opportunity to build a strong relationship for our mutual benefit.”

This confirmed Chambers’ (1994) assertion that outsiders should step off their pedestals, sit down, and allow local people to lead and do the discussions (‘hand over the stick’) on issues that affected their lives, conduct their own analysis and determine their own priorities and solutions. This was because local people had lived with their situation for long and had over the years accumulated a reservoir of experience. Therefore it was only appropriate for outsiders to allow local community member share their experiences as they listen and learn.

Poor communication gap between the district level stakeholders especially the District Education Office and community level stakeholders was the fourth major challenge to effective community participation in the development and implementation of the DESP towards quality basic education delivery in Salaga Town Council. CBOs emphasised this point most. Perhaps this was because they had not been identified and recognized as an important stakeholder by the DEO in their quest for quality basic education delivery in Salaga town council. Community level stakeholders indicated that if Salaga was the district capital and community level stakeholders did know what the DESP was all about then how would those area councils in the periphery know? To support poor communication between the DEO and community level stakeholders, they indicated they

did not know that there was a position as Community Participation Coordinator. The circuit supervisors who linked the community and the directorate did not contact most members of the SMCs/PTAs when they visit schools or embark on supervision. They were interested in gathering data and signing the log book as an indication of working. Most circuit supervisors did not attend PTA meetings. It was therefore not surprising that community level stakeholders' did not know much about the DESP. Another clear example of poor communication between the DEO and community level stakeholders was where community members did not know the position of the district on the league table, the number of candidate who wrote the BECE and those who passed, the vision and mission of the directorate, and the name of the DDE among others.

This was the reaction of a representative of the SMCs/PTAs:

“SMC/PTA membership and executive positions are voluntary. We as SMC/PTA executives visit the DEO and DA to lobby and advocate classrooms, teachers' quarters, toilet, teachers, textbooks and others. Interestingly the DA and DEO officials do not visit our school-community. I am not saying Circuit Supervisor, and others do not come to the school but they do visit us (SMC/PTA) in our various communities for effective participation. If you visit a friend all the time and (s)he does not visit you will you continue to visit him/her or even take him/her serious? That is the problem we have with.....”

A representative of community and religious leaders also said:

“ then the DESP/ADEOP/ADEAP/EFA/MDGs are all in our interest. The authorities should try to educate us and get us well informed about government projects and policies to enable us support ourselves better. We can not tell what plans the authorities want to implement or the direction they want us to move without information. It is important to bridge the gap in terms of information sharing.”

The above statement confirms Freire's (1970) indication that:

“While no-one liberates themselves by their own efforts alone, neither are they liberated by others. The leaders must realize their own convictions of the need for struggle was not given to them by anyone else-if it is authentic. This conviction cannot be packaged and sold; it is reached by means of a totality of reflection and action. Only the leaders' involvement in a real historical situation leads them to criticize it and to wish to change it” (Freire, 1970:41-42).

It is therefore not out of place when Nyerere (1968) said; “if the people are not involved in public ownership, and cannot control the policies followed, the public ownership can lead to fascism not socialism [...] socialism is only possible if the people as a whole are involved in the governance of their political and economic affairs.

Community level stakeholders were of the view that challenges such as lack of funds, difficult terrain and time to ensure effective stakeholders participation in the development and implementation of the DESP towards quality basic education delivery were minor or insignificant. In their view if the DA and DEO were committed to ensuring effective community participation these minor challenges could easily become opportunities and strengths. The effective use of community structures (SMC/PTA, Chiefs and elders, Religious bodies, unit committees, assembly persons and local level associations among others) and district structures (District Education Planning Team, DEOC, Circuits/Circuit Supervisors, cluster schools/centres, Area Council and Social Services Sub-Committee among others) would ensure effective community participation and curb, if not completely resolve the challenge of funds, time and difficult terrain in the development and implementation of the DESP.

Table 4.3 Community Level Stakeholders View on the Challenges to Community Participation in the Planning and Implementation of the DESP towards Quality Education Delivery

Rank	Challenge
1	Fear of accountability
2	Resistance to change
3	Lack of skills
4	Communication gap
5	Others (terrain, lack of funds and time wasting)

Source: Field Data, November, 2010

From table 4.3 community level stakeholders (CBOs SMCs/PTAs and CRLs) were of the view that; fear of accountability, resistance to change, lack of skills in participatory approaches on the part of district level stakeholders, and communication gap between district and community level stakeholders as the major factors that affect effective community participation. Factors such as the terrain, lack of funds, lukewarm attitude of community level stakeholders and time wasting were mentioned as others. This was because Salaga Town Council have meeting places (schools, community centre, town council, assembly hall, DEO conference room) which would not cost the DA or DEO much to use for citizen engagement.

4.7 District and Community level stakeholders action plan to ensure effective community participation in the planning and implementation of the DESP.

This section presents district and community level stakeholders action plans developed at stakeholder wide meetings after the focus group discussions to ensure high level of;

knowledge about DESP planning process, and participation in DESP planning and participation in school performance monitoring in the implementation of the DESP.

Find below samples of the action plans developed;



Table 4.4 District Level Stakeholders Action Plan

Target	Activities	Time Frame	Resources Needed	Person(s) Responsible	Success Indicators
Training DA and DEO officials, and representatives of CBOs, SMCs/PTAs, and CRLs on the decentralisation concept	<ul style="list-style-type: none"> Form a capacity building committee. Capacity building team to identify training needs of stakeholders. Organise training of trainers' workshop. Consult stakeholders for date and venue appropriate for workshop. Send invitation letters. Organise workshop 	January 2011 to June 2011	<ul style="list-style-type: none"> Time Money –food, flip charts, flip stand, markers, A 4 paper etc Photo copier. Conference hall. Furniture Human resource 	<ul style="list-style-type: none"> District Coordinating Director District Director of Education 	<ul style="list-style-type: none"> Committee formed Training needs identified. Training of trainers organised. Consultation on date venue. Date fixed Venue secured Invitation letters delivered Work shop organised.
Training DA and DEO officials, and representatives of CBOs, SMCs/PTAs, and CRLs on participatory approaches	<ul style="list-style-type: none"> Organise training of trainers workshop. Consult stakeholders for date and venue appropriate for workshop. Send invitation letters. Organise workshop 	January 2011 to June 2011	<ul style="list-style-type: none"> Time Money –food, flip charts, flip stand, markers, A 4 paper etc Photo copier. Conference hall. Furniture Human resource 	<ul style="list-style-type: none"> District Coordinating Director. District Director of Education 	<ul style="list-style-type: none"> Training of trainers organised. Consultation on date venue. Date fixed Venue secured Invitation letters delivered Work shop organised.
Training DA and DEO officials, and representatives of CBOs, SMCs/PTAs, and CRLs on ESP/DESP/ADEOP/A DEAP	<ul style="list-style-type: none"> DEO planning unit to organise training of trainers workshop. Consult stakeholders for date and venue appropriate for workshop at various circuits. Send invitation letters. Organise workshop 	January 2011 to June 2011	<ul style="list-style-type: none"> Time Money –food, flip charts, flip stand, markers, A 4 paper etc. Photo copier. Conference hall. Furniture Human resource 	<ul style="list-style-type: none"> District Director of Education. Deputy Director- Planning 	<ul style="list-style-type: none"> Training of trainers organised. Consultation on date venue. Date fixed Venue secured Invitation letters delivered Work shop organised.
Sensitise and mobilize SMCs/PTAs, CBOs and CRLs for DESP/ADEOP/ADEAP development and implementation	<ul style="list-style-type: none"> DEO to collaborate with District Information Service and NCCE for mobilization and sensitization of school-communities on ESP/DESP/ADEOP/ADEAP DEO to collaborate with DA officials such as Assembly Persons and Unit committees, SMCs/PTAs, CBOs and CRLs to organise school community members for public education. DEO to use participatory approaches such as question-and-answer sessions, town meetings, education forum, public hearings, community drama and other information sharing fora to mobilize and sensitise SMCs/PTAs, CBOs, CRLs at the various area councils, circuits and school communities. 	January 2011 to June 2011	<ul style="list-style-type: none"> Time Money –fuel, Public address system, flip charts, flip stand, markers, A 4 paper etc Brochures Mobile Van. Furniture Human resource 	<ul style="list-style-type: none"> Community Participation Coordinator District Planning Officer 	<ul style="list-style-type: none"> Number of collaboration meetings organised Number of public education organised. Level of knowledge about ESP/DESP. Level of participation in DESP planning. Level of participation in school performance monitoring
DA and DEO to strengthen relationship with SMCs/PTAs, CBOs and CRLs	<ul style="list-style-type: none"> DA/DEO to facilitate the organisation of SPAM, Open-days, public hearings, question-and answer sessions among others. DEOC to attend community fora and also visit school-communities at least once. Social services committee to meet SMCs/PTAs, CBOs and CRLs for discussions on quality education delivery and others. DA/DEO to request activity and quarterly reports from SMCs/PTAs, CBOs and CRLs. C/Ss, CPC, Exams Officer etc to visit SMCs/PTAs, CBOs and CRLs, and attend their meetings 	January 2011 to June 2011	<ul style="list-style-type: none"> Time Money –fuel, flip charts, flip stand, markers, A 4 paper etc Park Furniture Human resource 	<ul style="list-style-type: none"> Community Participation Coordinator District Planning Officer 	<ul style="list-style-type: none"> Number of visits. Number of fora attended. Number of meetings organised. Number of reports received

Table 4.5 Community Level Stakeholders Action Plan

Target	Activities	Time Frame	Resources Needed	Person(s) Responsible	Success Indicators
Strengthen community level stakeholders (CBOs, SMCs/PTAs, and CRLs) relationship with district bodies (DA and DEO)	<ul style="list-style-type: none"> • CBOs, SMCs/PTAs, CRLs to visit DA and DEO regularly (at least once a quarter) • CBOs, SMCs/PTAs, CRLs to present quarterly and activity reports to DA and DEO quality basic education. • CBOs, SMCs/PTAs, CRLs to invite DA and DEO officials to their functions and offer opportunity for information sharing on quality basic education delivery/DESP. • CBOs, SMCs/PTAs, CRLs to select representatives to attend DA and DEO Workshops on decentralisation and ESP/DESP 	January 2011 to June 2011	<ul style="list-style-type: none"> • Time • Money –fuel, A 4 paper, secretarial services, file, visitors book etc 	<ul style="list-style-type: none"> • Representative of Education Units of Roman Catholic Mission, Presbyterian Mission etc. • Imams- of Liman, Baba Konongo and Lampor central mosques • Chair persons of SMCs/PTAs and CBOs 	<ul style="list-style-type: none"> • Number of visits • Number of CBOs, SMCs/PTAs, CRLs that visited DA and DEO • Number of reports submitted to DA/DEO. • Visitors book • Number of workshops attended.
CBOs, SMCs/PTAs, CRLs to strengthen relationship with school(s)	<ul style="list-style-type: none"> • Provide visitors book to all schools • Sensitise members on the need to visit school regularly. • Educate members on what to look out for when they visit schools (eg teachers and pupils attendance, contact hours, Pupils-Text book ratio, condition of school buildings, class size etc). • Formation of examination committee to organise competitions • Formation of performance monitoring committee to select best pupils,schools teachers, circuit supervisor, SMCs/PTAs, CBOs, and CRLs. • Organise competitions (reading, debate, quizzes, football etc). • Organise fund raising and purchase items as awards for best pupils, schools, teachers, circuit supervisor etc. • Award best pupils, teachers, schools, SMC/PTAs, CBOs, CRLs within the Salaga area council. 	January 2011 to June 2011	<ul style="list-style-type: none"> • Time • Money –fuel, A 4 paper, secretarial services, file, visitors book, textbooks, computers, smock, school bags etc 	<ul style="list-style-type: none"> • Representative of Education Units of Roman Catholic Mission, Presbyterian Mission etc. • Imams- of Liman, Baba Konongo and Lampor central mosques • Chair persons of SMCs/PTAs and CBOs 	<ul style="list-style-type: none"> • Number of people who visit schools • Number of CBOs, SMCs/PTAs, CRLs that visited schools • Number of reports or complains made to SMC/PTAs/CBOs/CRLs on observations made during school visits. • Visitors book • Award items purchased. • Number of committees formed. • Number of award days organised
Sensitise and mobilize SMCs/PTAs, CBOs and CRLs members on ESP/DESP/AD EOP/ADEAP development and implementation	<ul style="list-style-type: none"> • CBOs/ SMCs/PTAs/ CRLs to organise meetings and invite DA and DEO to share information on ESP/DESP/ADEOP/ADEAP and others. • CBOs/ SMCs/PTAs/ CRLs to compile list and contacts of other stakeholders' .eg SMCs/PTAs to compile list of CBOs and contact persons. • CBOs/ SMCs/PTAs/ CRLs to invite other stakeholders that understand the ESP/DESP/ADEOP/ADEAP to share their experiences with members. Eg CBOs invite SMCs/PTAs to their meetings to share their experience on ESP/DESP/ADEOP/ADEAP • CBOs, SMCs/PTAs, CRLs to use participatory techniques such as town meetings, education forum, SPAM, community drama, question-and-answer sessions to sensitise members and general public. • CBOs, SMCs/PTAs, CRLs to collaborate with radio stations for air time to discuss ESP/DESP/ADEOP/ADEAP, BECE results and other education issues. 	January 2011 to June 2011	<ul style="list-style-type: none"> • Time • Money –fuel, Public address system, air time, A 4 paper, gongong beater, plastic chairs etc 	<ul style="list-style-type: none"> • Representative of Education Units of Roman Catholic Mission, Presbyterian Mission etc. • Imams- of Ngua Liman, Mallam Baba Konongo and Lampor central mosques • Chair persons of SMCs/PTAs and CBOs 	<ul style="list-style-type: none"> • Number of meetings organised • Number of public education organised. • Level of knowledge about ESP/DESP. • Level of participation in DESP planning. • Level of participation in school performance monitoring

CHAPTER FIVE

5.0 SUMMARY OF FINDINGS, CONCLUSION AND RECOMMENDATIONS

5.1 Introduction

This chapter encompasses the summary of the findings, conclusions and recommendation for the study. The first section deals with summary of the findings. The second section covers conclusions that can be drawn from the findings of the study. The third and final section covers recommendations by the researcher based on the study.

5.2 Summary of Findings

This study was undertaken to solicit information on the relationship between the DESP and community participation towards quality basic education delivery in Salaga Town Council. The specific objectives of the study were:

1. To assess stakeholders level of knowledge about DESP planning process.
2. To assess stakeholders level of participation in planning the DESP towards quality basic education delivery in Salaga Town Council.
3. To assess stakeholders level of participation in school performance monitoring in the implementation of the DESP towards quality basic education delivery in Salaga Town Council.
4. To identify the challenges to community participation in the development and implementation of the DESP towards quality basic education delivery in Salaga Town Council.

5. To assist stakeholders develop action plans to ensure effective community participation in the planning and implementation of the DESP towards quality basic education delivery in Salaga town council.

The following findings were established based on the analysis of data;

5.2.1 Stakeholders Inadequate Knowledge about DESP Planning Process

Stakeholders including the DEO did not know the DESP planning process. Stakeholders did not know the vision and mission statement of the District Directorate of Education, had no copies of the vision and mission statement and the vision and mission statement were not posted or displayed at any public place. Stakeholders did not know the components of the DESP and had no idea about action plans such as ADEOP and ADEAP and, had no copies of the strategic plan.

5.2.2 Ineffective Stakeholders' Participation in the Planning of the DESP

The DEO did not involve other stakeholders in the planning of the DESP. The other stakeholders such as SMCs/PTAs, CBOs and CRLs did not participate in the planning of the DESP. Not a single strategic planning activity (question-and-answer, education forum, town meeting, public hearing, community drama, etc) was organised to seek stakeholders' input into the development of the DESP. All stakeholders except the District Education Office did not have copies of the DESP/ADEOP/ADEAP.

5.2.3 Ineffective Stakeholders' Participation in School Performance Monitoring in the Implementation of the District Education Strategic Plan.

All stakeholders except the District Education Office did not monitor school performance in the implementation of the DESP. The DEO did not discuss the chief examiners report(s) with other stakeholders. All stakeholders except the DEO did not know anything about the district position on the BECE league table and Schooling Education Assessment results. The DEOC had not embarked on School Performance Monitoring for the past six months. The SMCs/PTAs monitored school performance but not consciously supporting the implementation of the DESP.

5.2.4 Stakeholders Views on the Challenges to Community Participation in the Development and Implementation of the District Education Strategic Plan.

District level stakeholders in a descending order were of the view that lack of funds, time wasting, difficult terrain and lukewarm attitude of community level stakeholders were the challenges to community participation in the development and implementation of the DESP. Community level stakeholders in a descending order were of the view that district level stakeholders fear of accountability, resistance to change, lack of skills, communication gap, and lack of funds, time wasting and terrain were the challenges to community participation in the development and implementation of the DESP.

5.3 Conclusion

The following conclusions were made based on the objectives and assumptions of this study. In respect of the first objective which was to assess stakeholders' level of knowledge about DESP planning process, the conclusions were that:

- the majority of the stakeholders' level of knowledge about DESP planning process was weak and described as getting started.
- stakeholders' level of knowledge about DESP planning process was dependent on status.
- stakeholders' level of knowledge about the DESP planning process determined their level of participation in the planning and implementation of the DESP. The lower the level of knowledge about DESP planning process, the lower the level of participation.

With regards to the second objective which assessed stakeholders' level of participation in the planning of DESP, conclusions drawn were as follows:

- majority of the stakeholders' level of participation in the planning of DESP was weak and described as getting started.
- the lower the level of stakeholders' participation in the DESP planning, the lower the quality of education delivery especially academic performance (BECE)
- no stakeholder can give out what it did not have relative to participatory skills.
- the structures of engagement for effective community participation were either ineffective or were not used in the development and implementation of the DESP
- district level stakeholders' definition of participation and decentralisation were opposed to the Republican Constitution of Ghana's (1992) definition.
- stakeholders did not understand the concept of sector wide approach to planning.
- power struggle between and among stakeholders was a threat to participation in planning.

With the third objective which assessed stakeholders' level of participation in school performance monitoring it can be concluded that:

- Stakeholders' had no participatory monitoring plan.
- Stakeholders' did not understand the concept of sector wide approach to planning.
- DEO had no participatory monitoring plan.
- DEO particularly the planning unit was interested in the facts and figures for the Ghana Education Service (DEO, Regional Directors and Director General of Education) and Ministry of Education (Minister) to engage development partners and inform central government budget.

In respect of challenges to community participation in the planning and implementation of DESP, the conclusions are as follows:

- The more measures are taken to ensure maximum use of resources especially through DESP the more threatened district level stakeholders felt.
- District and community level structures to effective participation were inefficient and ineffective. Therefore the effective and efficient the structures of community participation, the higher the level of participation in the planning and implementation of the DESP
- Stakeholders' participation in DESP planning and implementation were dependent on misconceptions and misgiving about decentralisation and participation.
- DA and DEO concept of community participation was not grounded on any theory or model.

Also based on the assumption that stakeholders participation leads to tangible benefits such as quality basic education delivery, the evidence suggests that:

- The downward trend of academic performance, especially BECE results in Salaga town council was the result of low level of participation in the planning and implementation of DESP.
- Stakeholders level of participation in the planning and implementation of the DESP were influenced by the level of knowledge about the DESP.

The following conclusions were made based on the assumption that effective use of existing community structures ensured effective community participation in the planning and implementation of DESP;

- Stakeholders' level of skills in the use of participatory approaches through structures (district and community levels) affected participation in the planning and implementation of the DESP.
- Stakeholders' participation was not just a technical move but an opportunity to instill new management cultures in accordance with the values of participatory decision making, transparency, accountability, and attitude and behavioural change using district and community structures.

5.4 Recommendation

The following recommendations were made to help strengthen the relationship between the District Education Strategic Plan and community participation towards quality basic education delivery in Salaga Town Council.

5.4.1 Stakeholders level of Knowledge about District Education Strategic Plan Development Process

1. The DEO should organise stakeholders' fora to educate and create awareness about the DESP and its development process.
2. The DEO should collaborate with the District Information Service to create awareness on the DESP through the use of mobile van for film shows and information sharing activities/fora.
3. The Ministry of Education and Ghana Education Service should develop brochures and other documents indicating a clear definition, the rationale, components, stakeholders' roles, and benefits of the DESP.
4. The DA and DEO should post their mission and vision statement on the walls of their offices, notice boards at the various school-communities, circuits, area councils and other public places such as public toilet, market, community centre, information centre, and hospitals among others; and also hoist a sign post at vantage locations with the mission and vision statement boldly written.

5.4.2 Stakeholders level of Participation in Planning the District Education Strategic Plan

1. The Ministry of Education should develop participatory approach training courses and manuals for DEO staff and other stakeholders to provide a better understanding of DESP planning and implementation.
2. The DEO should organise fora such as town meetings, question-and-answer sessions, public hearings on draft DESP, community drama and education forum among others at the school-community, cluster centre, circuit and area council levels to ensure effective community participation in planning.

3. The DEO should provide district level stakeholders such as the DA and other decentralised departments and community level stakeholders such as SMCs/PTAs, CBOs and CRLs among others copies of the DESP, ADEOP and ADEAP.

5.4.3 Stakeholders level of Participation in School Performance Monitoring in the Implementation of the District Education Strategic Plan.

1. District level stakeholders especially the DEO, should organise information sharing fora on the BECE results at the various clusters, circuits and area councils to ensure that community level stakeholders such as SMCs/PTAs, CBOs and CRLs understand pupils performance and their role in getting the performance improved.
2. The DEO should timely distribute and discuss the chief examiner's report with stakeholders such as SMCs/PTAs, CBOs and CRLs at the school-community, cluster, circuit and area council levels to ensure their understanding of pupils' common mistakes and how to correct such mistakes.
3. The DEO should post the BECE results at public places such school notice boards, area council notice boards, town halls, information centres.
4. The DEO and DA should on District Best Teacher award day(s) should reward (certificates, reading materials, and provide adequate staffing) hard working and functional SMCs/PTAs and other community level stakeholders.
5. The DEO and DA should organise School Performance Appraisal Meetings at school-community, cluster, circuit and area council levels to encourage stakeholders' monitor school performance.
6. The DEO and DA should organise intra and inter competitions (reading, debate, what do you know, cultural display etc) at the school-community, cluster, circuit

and area council levels for effective community participation through increased community contribution to and advocacy for quality basic education.

5.4.4 Challenges to Community Participation in the Planning and Implementation of the District Education Strategic Plan

1. The Ministry of Education and Ghana Education Service should re-affirm periodically its commitment to using community participation approach in the planning and implementation of DESP, and take the necessary measures to translate this commitment into action through budgetary allocation and training.
2. The Ministry of Education should provide a clear conceptual definition of Community Participation so as to foster a common understanding of the subject among concerned staff, sector policy makers, programme designers, planners, implementers and managers. This should emphasize that Community Participation was not an end in itself but a strategy for achieving identified objectives.
3. The DEO and DA should provide resource handbooks, leaflets, flyers and manuals to stakeholders especially DEO staff to enable them conceptualise better the issue of community participation, appreciate its benefits and limitations, determine its appropriateness for accomplishing set objectives, and define its place within the framework of the ESP/DESP.
4. The DEO and DA should request for National Service Personnel and train them to mobilise and train community level stakeholders using existing structures to ensure their effective participation in the planning and implementation of DESP.
5. The DEO and DA should empower community level stakeholders through training to enable them mobilize resources (both internal and external) to support the planning and implementation of the DESP

6. The Ministry of Education and the Ministry of Local Government and Rural Development should intensify public education on the local government system, education decentralisation and district planning processes through radio, television, newsletters and other medium. These would ensure a peaceful political context or environment between the DA staff and decentralised departments especially the DEO for effective planning and implementation of the ESP/DESP.
7. The Ministry of Education and Ghana Education Service should develop and institute an assessment tool as the basis for the allocation of resources/funds which should emphasis community participation in the planning and implementation of the DESP.



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Appendix I

PARTICIPATORY LEARNING AND ACTION

INTERVIEW GUIDE/PROTOCOL

*A Guide for Researcher and Research Assistants for Effective
Focus Group Discussion and Data Collection*

TOPIC:

**The Relationship between the District Education Strategic Plan
and Community Participation towards Quality Basic Education
Delivery in East Gonja District.**

MASTER OF ARTS SOCIOLOGY- KWAME NKRUMAH

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October 2010

PARTICIPATORY LEARNING AND ACTION PROTOCOL/INTERVIEW GUIDE

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ABBREVIATIONS

ADEAP	Annual District Education Activity Plan
ADEOP	Annual District Education Operational Plan
APs	Assembly Persons
CPC	Community Participation Coordinator
CRLs	Community and Religious Leaders
CS	Circuit Supervisor
CBOs	Community Based Organization
DA	District Assembly
DEO	District Education Office
DTO	District Training Officer
DCD	District Coordinating Director
DFO	District Finance Officer
DPO	District Planning Officer
DDE	District Director of Education
DEOC	District Education Oversight Committee
DEO	District Education Office
DESP	District Education Strategic Plan
EO	Examination Officer
fCUBE	Free, Compulsory and Universal Basic Education
GES	Ghana Education Service
PLA	Participatory Learning and Action
PTA	Parent Teacher Association
SPAM	School Performance Appraisal Meeting
SPIP	School Performance Improvement Plan
SMC	School Management Committee
TLM	Teaching and Learning Materials
USAID	United States Agency for International Development

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Overview of the Study

The research seeks to establish the relationship between the District Education Strategic Plan and community participation towards quality basic education delivery. It also seeks to broaden the researcher's academic and professional knowledge in the use of Participatory Learning and Action to conduct research.

The research also seeks to support the District Education Office (DEO) and citizen groups including SMCs/PTAs at the local level with the view to strengthening community participation for quality basic education delivery through Participatory Learning and Action (PLA).

Research Objectives

The broad aim of the study is to find out views of stakeholders of education on the relationship between the DESP and community participation to quality basic education delivery in East Gonja District.

The specific objectives are;

1. To examine stakeholders knowledge of the District Education Strategic Plan development processes.
2. To assess community and district level stakeholders participation in planning/developing the District Education Strategic Plan towards quality basic education delivery in Salaga Town Council.
3. To assess community and district level stakeholders involvement in school performance monitoring in the implementation of the District Education Strategic Plan towards quality basic education delivery in Salaga Town Council.
4. To identify the challenges to community participation in the development and implementation of the District Education Strategic Plan towards quality basic education delivery in Salaga Town Council.
5. To assist stakeholders develop action plans for outstanding level of performance; in the knowledge about DESP development process; participation in DESP planning; and participation in school performance monitoring in the implementation of the DESP.

The research also seeks to bring district bodies such as District Assembly and District Education Office, and community level stakeholder in education to work together to ensure effective community participation towards quality basic education delivery in Salaga Town Council.

PLA Target Groups

The primary target groups are;

- District Assembly (Assembly persons, Sub committee members, DEOC, DCD,DPO.DBO, DFO)
- District Education Office (Four (4) Front line Directors, CPC, CS (2), M&E, EO)
- SMC/PTAs (4 representatives 5 schools –Primary and JHS within Salaga town council)
- Community Based Organisations (Two persons from seven associations within the Salaga Town council)
- Community and Religious Leaders (Salaga Wura, Asaase Wura, 2 representatives of nine sections , 2 representatives each from 2 churches, and 2 representatives each from 3mosques within Salaga town council)

The secondary target groups are;

- 20 pupils (boys and girls) from 5 sample schools within Salaga town council.
- 10 Teachers (male and female) from 5 sample schools within Salaga town council.

PLA Protocol

Each protocol will have the following structure:

- Heading/Title
- Target groups
- Assessment questions

Component 1: Stakeholders Knowledge of DESP development Process

TARGET GROUPS

Primary: DA, DEO, SMCs/PTAs, Community Based Organisations, and Community and Religious Leaders

1. Give a brief of what your organization/group is about?
2. How do you run your organization/group?
3. What are some of the main issues of concern to your organisation/group and other stakeholders (DEO/DA, SMCs/PTAs, CSOs, CRL)?
4. What is the vision and mission statement of the district directorate of education?
5. What are the education policies you know?
6. What is ESP/DESP/ADEOP/ADEAP?
7. What is a strategic plan?
8. Why develop a DESP/ADEOP/ADEAP?
9. How is the DESP/ADEOP/ADEAP developed?
10. What is /was your role in the development of DESP?
11. How many strategic planning activities did you undertake or participate.
12. What prevents you (organisation or group) from knowing the DESP development process?
13. What should be done to ensure that you know the process of DESP development process?
14. What will you (organisation or group) do to ensure you know the process of DESP development?

Component 2: Stakeholders Participation in Planning

TARGET GROUPS

Primary: DA, DEO, SMCs/PTAs, Community Based Organisations, and Community and Religious Leaders

1. What mechanisms exist for District stakeholders (DEO/DA)-Community stakeholders (SMCs/PTAs, CSOs, CRL) interaction?
2. How does the public get information on the agenda for the public meeting?
3. How does the DEO go about its:
 - (i) Planning;
 - (ii) Budgeting;
 - (iii) General decision-making

4. How are stakeholders' views on needs and service delivery solicited?
5. How do citizens get to know about their roles and responsibilities in the planning process?
6. What role do stakeholders play in the DESP/ADEOP/ADEAP planning process?
7. What strategies are in place to work with other stakeholders?
8. What compels the DEO to work with such stakeholders?
9. How did the partnership/collaboration come about?
10. What mechanisms has the DEO put in place to solicit information from citizens?
11. How do stakeholders get to know of the content of the draft DESP?
12. How are stakeholders involved in the preparation of the draft DESP?
13. When was the last time the DEO organised public DESP hearing?
14. What process do you follow in organising public DESP hearings?
15. Can you give at least one example of stakeholders' input at public DESP hearing used to amend the draft DESP?
16. How is the public informed of the approved (final) DESP?
17. What are the challenges to quality basic education delivery in the Area Council?
18. How did you get to know of these issues?
19. Which of the issues were referred to the SMC/Social services sub committee/DEOC/DEPT?
20. What is the composition of the SMC/DEOC/DEPT?
21. Do you have an advocacy plan on the needs of your members?
22. How do you implement such advocacy issues?
23. How do stakeholders get to know of such advocacy issues?
24. What other advocacy programs have you jointly undertaken with other community based organisations?
25. Which stakeholders do you include in your plan?
26. What prevents you (organisation or group) from participating effectively in planning the DESP?
27. What should be done to ensure your effective participation in planning the DESP?
28. What will you (organisation/group) do to ensure your effective participation in planning the DESP?

Component 3: Stakeholders School Performance Monitoring in the Implementation of the DESP

TARGET GROUPS

Primary: DA, DEO, SMCs/PTAs, Community Based Organisations, and Community and Religious Leaders

1. What is your understanding of quality basic education delivery?
2. What is expected of your organisation or group to ensure quality basic education delivery?
3. How have you (organisation, group) ensured quality basic education delivery?
4. What is the performance of the district, circuit, school etc at the BECE level?
5. What do you know about the district, circuit, schools etc performance at the BECE level?
6. What is SEA/NEA?

7. How do you ensure other stakeholders know the BECE and SEA results?
8. What did the chief examiner say is the cause of pupils' performance?
9. Have you ever interacted with any other organization/group with similar interest in education about the district, circuit, school etc performance at BECE/SEA?
10. What was the response of other stakeholders about BECE/SEA results?
11. What are some of the activities undertaken since the inception of the coalition?
12. How do you (organisation, group) monitor school performance?
13. How do you (organisation or group) monitor quality basic education delivery?
14. How do you (organisation or group) collaborate with other organization/groups to monitor quality basic education delivery?
15. What are the indicators of quality basic education delivery?
16. What prevents you (organisation or group) from participating effectively in school performance monitoring?
17. What should be done to ensure your (organisation or group) effective participation in school performance monitoring?
18. What will you (organisation/group) do to ensure your effective participation in school performance monitoring?

Component 4: Effective Community Participation

TARGET GROUPS

Primary: DA, DEO, SMCs/PTAs, Community Based Organisations, and Community and Religious Leaders

1. What is community participation?
2. What level of participation is required for quality basic education delivery?
3. What are the factors/activities that affect effective community/stakeholders participation in the development and implementation of the DESP/ADEOP/ADEAP?
4. How do you (organisation or group) ensure stakeholders participation in the development and implementation of the DESP/ADEOP/ADEAP?
5. What should be done to ensure effective community participation in the planning and implementation of the district Education Strategic Plan?
6. What is your role in ensuring effective community participation in the planning and implementation of the district Education Strategic Plan?
7. How do you create awareness on promoting quality basic education within the Area Council?
8. What will you (organisation/group) do to ensure effective community participation in the planning and implementation of the DESP?

Component 5: Action Plan Development

TARGET GROUPS

Primary: DA, DEO, SMCs/PTAs, Community Based Organisations, and Community and Religious Leaders

1. What is an action plan?
2. What is our target as a stakeholder?
3. How do we turn our challenges into targets?
4. What activities do we need to carry out to achieve our target?
5. When do we as a group/stakeholder intend to start and end the activities we have proposed?
6. What should be the timeframe?
7. What are the things/resources we need in order to carry out our proposed activities in order to achieve our target(s)?
8. Who are the persons (name and position) to ensure our proposed activities are carried out?
9. What are indicators or things or signs that would indicate we are making effort to achieve our target(s)?
10. What should be used to measure our progress or otherwise?



Appendix II

OBSERVATION GUIDE

For Researcher and Research Assistants

TOPIC:

**The Relationship between the District Education Strategic Plan
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**MASTER OF ARTS SOCIOLOGY- KWAME NKRUMAH
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Appendix II

Observation Guide

This observation guide is meant to ensure that issues related to the objectives of this study are critically observed. Observation should be done before, during and after group interview sessions or focus group discussions. This is to enable the researcher and field assistants gather detailed and accurate information which other tools/techniques of data collection fail to capture. For instance questionnaires do not capture facial expression and signs such as nodding to show approval or disapproval among others. Group interview or Focus group discussion dwells much on verbal communication which might not always be the true picture on the ground. Therefore, the researcher and field assistants should observe carefully and use clues to probe further and cross-check responses from the interviews or discussions to ensure accurate, detailed and precise information in relation to the objectives of this study are gathered.

The observation guide is organised under the following headings;

1. What is observation,
2. Why carry out observation
3. What is to be observed
4. How will observation be carried out
5. When will observation be carried out

Note: The researcher and field assistants are required to write evidence of their observation(s) immediately to avoid losing out vital information under the heading “Evidence and Notes”:

Overview

The researcher and field assistants would have to do observation before, during and after the field work. Observation before field work should focus on school infrastructure, teachers and pupils attendance, pupils school basic needs, pupils-textbook ration, contact hours, regularity and punctuality of pupils and teachers, Basic Education Certificate Examination results, Schooling Education Assessment results, District Education Strategic Plan/Annual District Education Operational Plan/Annual District Education Activity Plan, School Performance Improvement Plans, School Management Committee/Parent Teacher Association meetings, and pupils class work and home work among others to enable them ask good questions, probe for detail information and cross check/triangulate information to authenticate and/or ensure accuracy. During focus group discussions, stakeholders meetings and round table discussions the researcher and field assistants should observe participants attitudes (positive or negative views, body posture and challenging manner) and behaviours (response to questions, reaction to other participants views, and gestures such as nodding, squinting, smile, laughter, scorn, hand wave and hand shake to show approval or disapproval). And immediately after focus group discussions, stakeholder meetings and round table meetings the researcher should observe participants attitudes and behaviours.

What is observation?

The role the researcher adopted for this study is observer-as participant. Therefore direct observation is used for this study because the greatest advantage of field research design is the presence of the researcher and field assistants at the scene of the action.

According to Babbie (2005) observation is where a specific behaviour or some traces of the behaviour of a target group is closely monitored through the use of the senses (see, feel smell, taste and/or hear). It does not rely on peoples verbal responses to verbal stimuli presented by the researcher. The researcher and field assistants should identify themselves and interacted with stakeholders/participants in the social process. Observation is naturally or normally instinctive (intuitive) and imprecise (unfocused). Therefore, the researcher and field assistants should use systematic observation procedures to ensure that specific events, issues, physical characteristics, physical environment, and participants and their actions (attitudes and behaviours) are observed to

overcome the drawbacks such as observing a wide range of irrelevant aspects, being bias and the tendency to leave out important aspect of this study.

Please note: Record observations made just before, during and immediately after; group interviews, stakeholder meetings and roundtable discussion as evidence and notes to avoid losing very important information. Also What ever you have observed and written as evidence notes should be transferred on to stakeholders' performance index as supporting evidence.

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1. What should be observed?

The researcher and field assistants should observe and record the physical environment, physical characteristics of participants, participants' actions (attitudes and behaviours such as nodding, waving, squinting, puffing, frowning, smiling and laughing among others) that are related, limited and more precise to research question and objectives of this study.

2. Who does the observation?

The researcher and field assistants are required to do observation. However the researcher, assessment team and note taker of the facilitation team are entrusted with this responsibility. Observations should be recorded before, during or immediately after focus group discussions or group interviews, stakeholder meetings and round table discussions.

3. Why use observation?

It is the researcher's assumption and expectation that 'action speaks louder than words' (participant use of signs and gestures to show approval or disapproval), and that some participants might not speak the truth informed the researcher's decision to use

observation. Also observation is a requirement for field research especially Participatory Learning and Action which involves probing and cross-checking to ensure validity and reliability of the data or information being collected gathered.

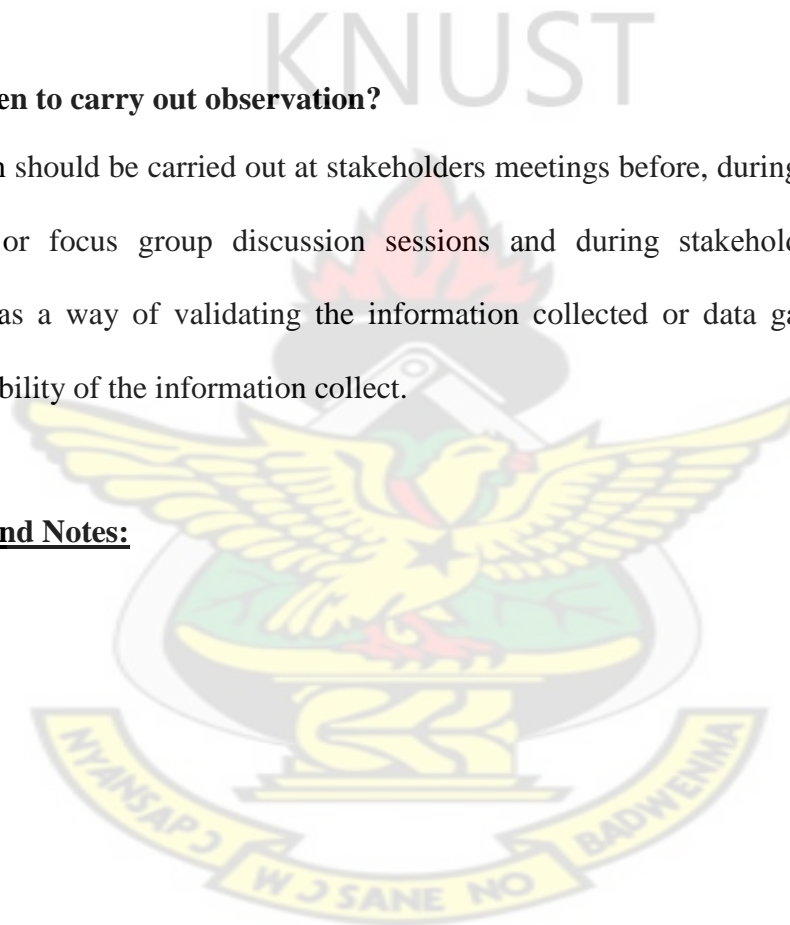
4. How to carry out observation

The researcher and field assistants should do direct observation which involves the use the senses (hearing, seeing and touching). This should be related to the objectives of this study.

5. When to carry out observation?

Observation should be carried out at stakeholders meetings before, during and after group interviews or focus group discussion sessions and during stakeholders' roundtable discussion as a way of validating the information collected or data gathered and also ensure reliability of the information collect.

Evidence and Notes:



Appendix III

STAKEHOLDERS PERFORMANCE INDEX

A Guide for Researcher and Research Assistants

for

Assessment and Analysis of Data

TOPIC:

**The Relationship between the District Education Strategic Plan
and Community Participation towards Quality Basic Education
Delivery in East Gonja District.**

**MASTER OF ARTS SOCIOLOGY- KWAME NKRUMAH
UNIVERSITY OF SCIENCE AND TECHNOLOGY, KUMASI.**

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: MS. HARRIET TAKYI

October 2010

Appendix III

Stakeholders Performance Index/Instruments

Summary Description

This performance index covers the first three objectives of this study. This is to enable the researcher assess the performance of the five primary target groups of this study. Under each objective there are some essential practices for effective community participation in planning and implementation of the District Education Strategic Plan towards quality basic education delivery. These practices are organised in ascending order of proficiency stages from “getting started” to “moving along” to “showing results.”

District level stakeholders’ (DA and DEO) capacity to involve community level stakeholders and other development partners in the development and implementation of the District Education Strategic Plan is critical to quality basic education delivery and decentralised education planning. Therefore, a performance index is used to measure stakeholders levels of progress in the key areas of:

1. Stakeholders knowledge about plan development process
2. Stakeholders participation in planning
3. Stakeholders participation in school performance monitoring.

The index is designed to assess the various stakeholders, particularly the District Assembly, District Education Office, School Management Committees/Parent Teacher Associations, Community-Based Organisations, Community and Religious Leaders performance levels towards quality basic education delivery in Salaga Town Council. For ease of interpretation elements under each of the objectives are arranged in a developmental order from “getting started” to “moving along” to “showing results.”

Please provide the following information, obtained through focus group discussion, to assist the researcher/PLA team determine the relationship between the District Strategic Plan and Community Participation towards quality basic education delivery in Salaga Town Council. Responses will be treated as confidential and used strictly for academic purposes. Please refer to the *Field Notes for Field Assistants* for additional information on data collection activities.

Target Group _____

Area Council _____

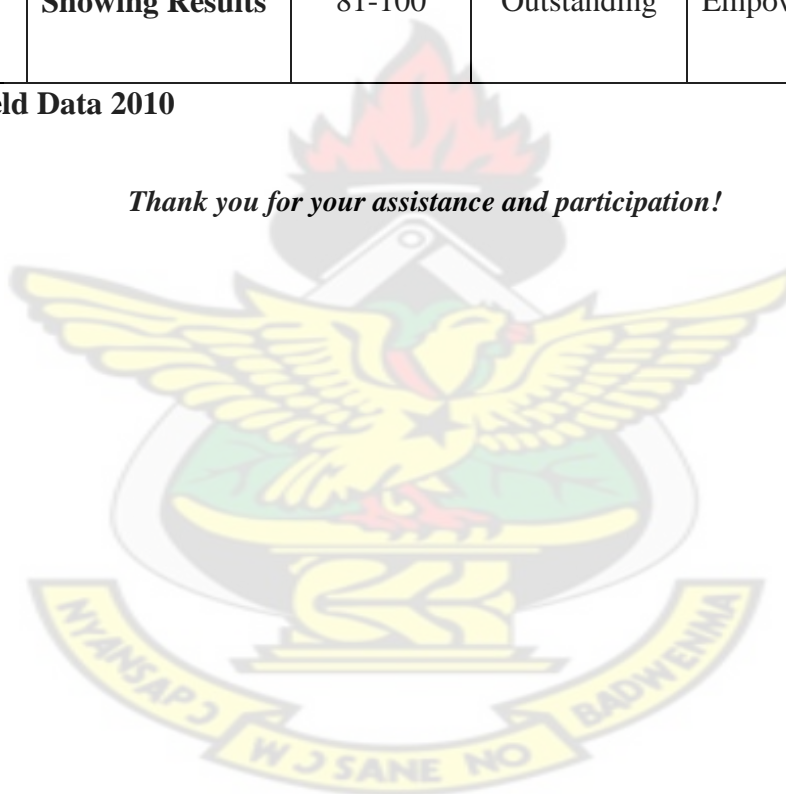
Field Assistants: _____ Date: _____

Please Note: A brief statement describing “expected results” is included for each component along with illustrative performance standards (elements) for each. Each of the objectives should receive an overall rating based on the following stages:

Overall Assessment	Description	Final Score (%)	Performance Level	Expected Results
1	Getting Started	0- 20	Weak	Seeking/having information
2	Mixed of 1 and 3	21- 40	Low	Consultation
3	Moving Along	41- 60	Average	Partnership
4	Mixed of 3 and 5	61- 80	High	Collaboration
5	Showing Results	81-100	Outstanding	Empowerment

Source: Field Data 2010

Thank you for your assistance and participation!



1. Knowledge of District Education Strategic Plan Development Process

Expected Result: Stakeholders (DA/DEO/CBOs/SMC/PTAs/CRLs) ability to comprehend the exact or explain in their own way with similar or same understanding the District Education Strategic Plan development process.

Note: Please check the performance standards (elements) that are occurring under this objective, provide evidence that supports your check marks, include a brief statement on strengths and/or weaknesses, and provide an overall performance assessment.

Current Practice - How are we doing?

Getting Started:

- ___ a. Heard of District Education Strategic Plan (eg radio, leaflet, newspaper, TV, van etc)
- ___ b. Knows the various components of the District Education Strategic Plan (eg EA, EQ, EM, TVET).
- ___ c. Understand various stakeholders roles in District Education Strategic Plan development. (eg DEO to coordinate, SMC/PTAs to mobilise members to decision-making, implementation and monitoring performance etc)
- ___ d. Linkages between components and stakeholders role (eg SMC/PTA embark on enrolment drive to ensure 100% enrolment of school going children, DA construct school buildings to ensure access, DEO post teachers and supervise teaching and learning to ensure quality education etc)

Moving Along:

- ___ e. Discussed or contacted other stakeholders (eg DA, DEO, CBOs, SMC/PTAs, CRLs) on District Education Strategic Plan.
- ___ f. Organised or attended forum on District Education Strategic Plan (eg town meeting, education forum, public hearing, education forum, strategic meetings, workshop-vision mission statement development etc)

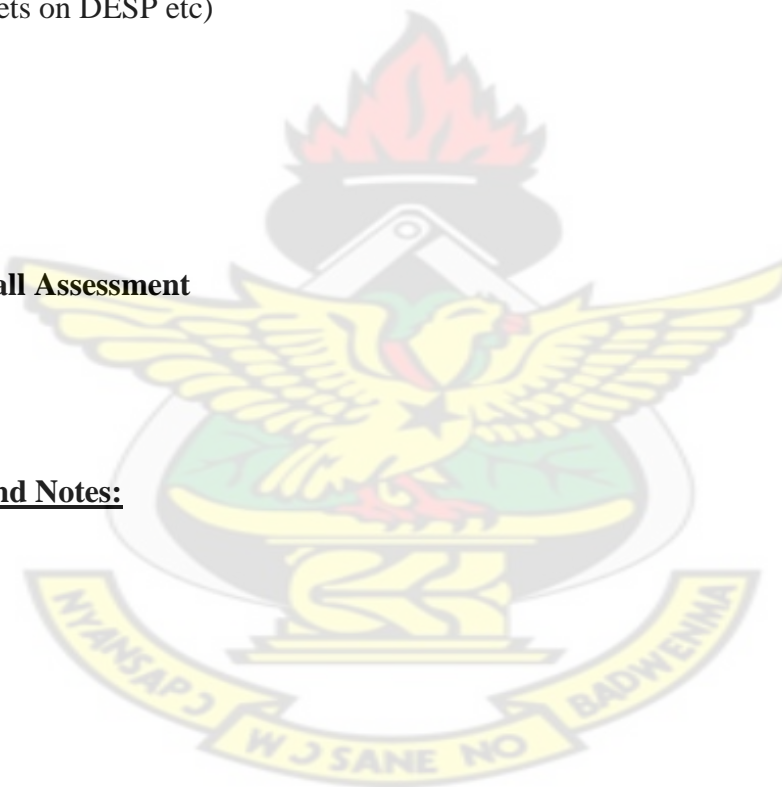
- ___ g. Received or ask for information on District Education Strategic Plan from other stakeholders (eg photo copy, document, leaflet, video, CD etc)

Showing Results:

- ___ h. Mobilised resources in support of the process (eg human ,material, time etc)
- ___ i. Used the process in planning (eg SPIP, schedule activities, preliminary or advance meetings, etc).
- ___ j. Acting in line with the process (eg educating others, challenge others over process, debate others over process, prompting members and others etc).
- ___ k. Influence policy formulation or change in policy (eg Capitation grant and SPIP should be in line with DESP, advocate base grant instead of capitation grant, assessment of DEO's on effective use of process, printing and distribution of leaflets on DESP etc)

___ **Overall Assessment**

Evidence and Notes:



2. Stakeholders' Participation in Planning the District Education Strategic Plan

Expected Result: stakeholders (DA/DEO/CBOs/SMC/PTAs/CRLs) information/input is solicited in developing the District Education Strategic Plan

Note: Please check the performance standards (elements) that are occurring in this key area, provide evidence that supports your check marks, include a brief statement on strengths and/or weaknesses, and provide an Overall Assessment.

Current Practice - How are we doing?

Getting Started:

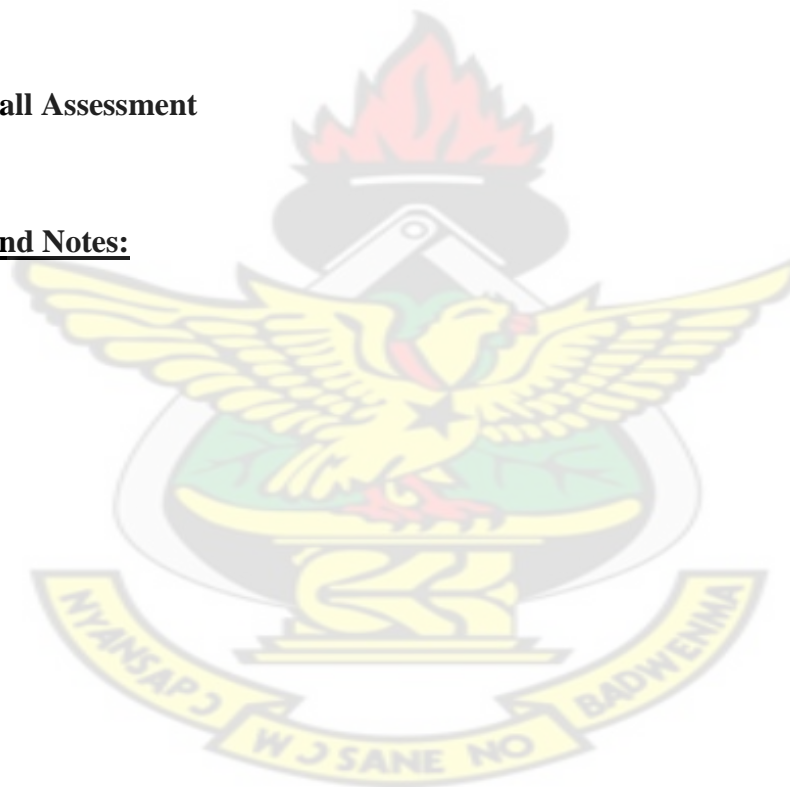
- ___ a. Informed about meetings with DA/DEO/CBOs/SMC/PTAs/CRLs and others on District Education Strategic Plan (eg radio, notice, gong-gong, messenger ect)
- ___ b. Invited to education planning meetings (letter, radio, gong-gong, van etc) with agenda, date, venue and time specified.
- ___ c. Contacted on date, venue and time for planning meetings (eg phone, personal, messenger etc)

Moving Along:

- ___ d. Discussed agenda on proposed strategic planning meetings at stakeholder level (DA/DEO/CBOs/SMC/PTAs/CRLs) and identify challenges and prioritise before the proposed date (eg general meeting, executive meeting, emergency meeting etc)
- ___ e. Attended strategic plan meetings (community, unit, zonal, circuit, cluster, area council, district levels) and views solicited for District Education Strategic Plan development (eg BECE performance review, SPAM, education forum, public hearings on draft DESP etc).
- ___ f. Network with others (eg (DA/DEO/CBOs/SMC/PTAs/CRLs) for support for the inclusion of views/input on the District Education Strategic Plan.

Showing Results:

- ___ g. Have a copy/copies of District Education Strategic Plan or have access to the District Education Strategic Plan (eg soft copies, hard copies, photo copy, website, library, etc).
- ___ h. Mobilise resources to support the planning of the District Education Strategic Plan (human, material time etc).
- ___ i. Discussed the District Education Strategic Plan with other stakeholders (eg community level, district level, external level)
- ___ j. Developed action plans in support of the District Education Strategic Plan (eg SPIP, ADEOP, ADEAP, DPIP, DMTDP etc).

____ Overall Assessment**Evidence and Notes:**

3. Stakeholders Participation in School Performance Monitoring

Expected results: Stakeholder(s) (DA/DEO/CBOs/SMC/PTAs/CRLs) interest in quality basic education delivery in support of the implementation of the District Education Strategic Plan.

Note: Check those performance standards (elements) that are occurring, provide evidence that supports your check marks, include a brief statement on strengths and/or weaknesses, and provide Overall Assessment.

Current Practice - How are we doing?

Getting Started:

- ___ a. Heard of quality basic education indicators or knows quality basic education indicators (eg qualified teachers, BECE, SEA, punctuality and regularity, standard school buildings etc).
- ___ b. Heard or knows school/circuit/district BECE performance (eg radio, news paper, meetings, notice board,etc)
- ___ c. Knows what to monitor (eg teachers and pupils regularity and punctuality, textbooks, contact hours, report cards, result slips, homework, school building,etc).

Moving Along:

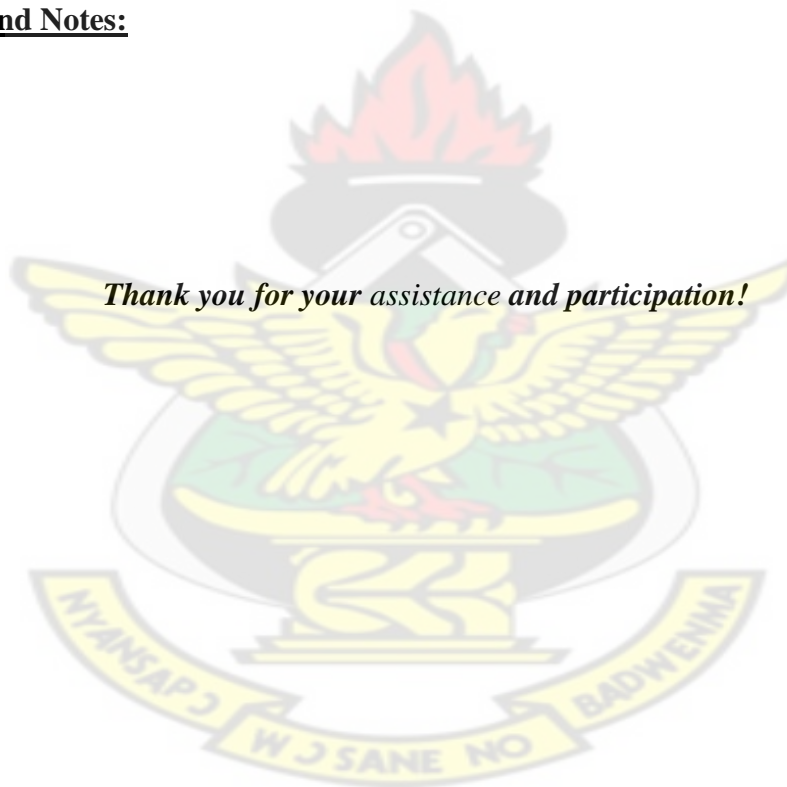
- ___ d. Visit school regularly to check on basic school needs, regularity and punctuality of pupils and teachers, school structure, enrolment, etc).
- ___ e. Organised/Attend meetings and discuss school performance (eg SPAM, performance review, question-and-answer sessions, general meetings, education forum, town meetings etc).
- ___ f. Organised or attend performance improvement activities (eg debate, quizzes, reading, open day, fund raising, extra classes, mock examination etc).

Showing Results:

- ___ g. Mobilise resources to support school performance improvement (proposals, communal labour, donations, etc).
- ___ h. Draw action plans to improve school performance (eg SPIP, DIPIP, Advocacy agenda, DMTDP, bye-laws etc).
- ___ i. Publicly recognise high performance and provided incentives (eg teachers awards, dinner dance, presenting food stuff, supplementary readers, certificate, gifts,etc).

___ Overall Assessment

Evidence and Notes:



Thank you for your assistance and participation!

KNUST



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Appendix V

EAST GONJA: DISTRICT EDUCATION STRATEGIC PLAN (DESP)

THEMATIC AREA: Quality Education (QE)

POLICY GOAL: Improve Teaching and Learning to Enhance Pupil/Student Performance

DISTRICT PROBLEM	RELATED POLICY OBJECTIVES	OUTCOMES	STRATEGY	OUTPUT	ACTIVITY	TIME FRAME	UNIT/ PERSONNEL	COLLABORATORS
Low Enrolment in Schools at the Primary Level	EA4 Provide and ensure access to Free-Basic Education	GER in primary schools rise from 80% in 2005 to 100% by 2010	Sensitization of school Communities	140 School communities sensitized on enrolment drive and the need to take part in school projects by 2007	Organized enrolment drive in 140 school communities -sensitise communities on fee-free Basic Education(Capitation)	2006 To 2007	A/D Planning DEPT	IBIS D/A UNICEF DFID
		Dropout rate at basic level reduced by 10% by 2010	Sensitization Programmes	Needy children provide with Bags, Uniform and Stationery to about 600 communities by 2007	Institute a scholarship scheme -increase # of children from 300-500 annually by 2007, to benefit from the scheme	2006 To 2007	A/D Planning A/D F&A A/D Basic education	IBIS DFID UNICEF D/A

EAST GONJA: DISTRICT EDUCATION STRATEGIC PLAN (DESP)

THEMATIC AREA: Quality Education (QE)

POLICY GOAL: Improve Teaching and Learning to Enhance Pupil/Student Performance

DISTRICT PROBLEM	RELATED POLICY OBJECTIVES	OUTCOMES	STRATEGY	OUTPUT	ACTIVITY	TIME FRAME	UNIT/ PERSONNEL	COLLABORATORS
Inadequate classroom Infrastructure	EA6 Provide infrastructure and encourage the Private sector CBOS,NGOs,FBOs and develop partners	Primary schools infrastructure increase from 58.5% in 2005 to 100% by 2010	Provision of school infrastructure	60 number 6 unit classroom constructed by 2010	Construct 60 number 6 unit classroom (20) annually	2006 To 2008	A/D Planning A/D F&A A/D Basic education	IBIS DFID D/A
		20 number 3 unit classroom for JSS by 2010	Provision of classroom infrastructure for JSS	20 number 3unit classrooms constructed by 2008	Construct 20 number 3 unit classroom(4) annually	2006 To 2008	D/A A/D Planning Girl-child	IBIS DFID D/A
Poor enrolment and retention rates at the primary levels	EA7: Provide equitable educational opportunities	Female enrolment raised from 59% in 2005 to 100% by 2010	Community sensitization	5400 hard to reach girls supported with school needs by 2010	Support girl by providing them with bicycles -Institute schools with few female enrolment	2006 To 2008	A/D Planning Girl-child	IBIS DFID UNICEF D/A

DISTRICT EDUCATION STRATEGIC PLAN (DESP)

THEMATIC AREA: Quality Education (QE)

POLICY GOAL: Improve Quality of Teaching and Learning (QE1)

District Problem	Related Policy Objective	Outcomes	STRATAGY	OUTPUT	ACTIVITY	TIME FRAME	UNIT RESPONSIBLE	COLLABORATORS
Inadequate Teaching and Learning Materials	QE1 Increase provision of and accessibility to text books and other Teaching/Learning Materials	Availability of TLMs rises from the present rate of 20% to 80% by the 2010	Procurement and preparation of TLMs	Most schools are equipped with adequate and improve TLMs by 2008		2006 to 2010	A/D	D/A IBIS UNICEF
					Provide Logistics for the preparation of TLMs	2010	A/D Planning A/D F&A	D/A IBIS UNICEF
			Procurement of computers	40 JSS and 3 SSS have computers by 2010	Procure and supply 40 computers to JSS and SSS(15) annually	2006 to 2010	A/D Planning A/D F&A A/D Budget	D/A IBIS UNICEF
Lack of accommodation for Teachers in deprive Areas Lack of incentive package for Teachers in deprived Areas.	QE3 Improve the effectiveness of Teachers preparation, up grading levels with emphasis on the recruitment and deployment of females	60 quarters for Teachers available for use by 2010	Provision of Teachers accommodation in deprives Areas.	More Teachers accept posting to deprive Areas by 2010	Select 60 school communities to benefit from the package	2006 to 2007	A/D Planning A/D F&A A/D Budget	D/A IBIS UNICEF
					Construct 60 Teachers quarters in selected communities(25) annually	2006 to 2010	A/D Planning A/D Budget	D/A IBIS UNICEF
		60 unit 100watts,solar system available for teachers in four circuits by 2010	Procurement and installation of solar systems in four circuits	Four circuits are supplied with 60 units 100watts solar systems by 2010	Procure install 60 units 100watts solar system in four circuits	2006 to 2010	A/D Budget A/D Planning	D/A IBIS UNICEF

DISTRICT EDUCATION STRATEGIC PLAN

THEMATIC AREA: Equitable Access to Education (EA)

POLICY GOAL: Increase Access to and Participation in Education Training.

DISTRICT PROBLEM	RELATED POLICY OBJECTIVE	OUTCOME	STRATEGY	OUTPUT	ACTIVITY	TIME-FRAME	UNIT RESPONSIBLE	COLLABORATORS
Lo enrolment at Pre-school level	EA1 Pre-school education in collaboration with D/A, NGOs, FBOs etc	GER improved from 15.7% in 2005 to 90% by 2010	Sensitization of 140 school communities	All school communities sensitized on the need to take their children to school by 2006	Organize sensitization and enrolment drive in all school communities	2006	A/D Planning A/D Girl child	D/A IBIS UNICEF
Lack of Classroom Infrastructure for Pre-schools		98KG classrooms constructed by 2010 98 KG classrooms equipped with classroom furniture by 2010	Provision of 98 KG classrooms	140 school communities sensitized on the to participate in school projects by 2010	Develop necessary materials for durbar -organize durbars in all 140 school communities -conduct a need survey for prioritization -construct 98KG classrooms(33) annually -provide 2940 pcs of furniture for KG classrooms	2006-2007	A/D Planning A/D F&A	D/A IBIS UNICEF

DISTRICT EDUCATION STRATEGIC PLAN

THEMATIC AREA: Equitable Access to Education (EA)

POLICY GOAL: Increase Access to and Participation In Education Training.

DISTRICT PROBLEM	RELATED POLICY OBJECTIVE	OUTCOME	STRATEGY	OUTPUT	ACTIVITY	TIME-FRAME	UNIT RESPONSIBLE	COLLABORATORS
Inadequate knowledge on the part of KG Teachers on the use of syllabuses and other curricular materials	EA3 Provide for the preparation/training up-grading of Pre-school teachers	Pre-school teachers. Skills up-dated on the use of syllabuses and other curriculum materials by 2010	Capacity building programmes for KG teachers	About 150 KG teachers trained on the use of new syllabuses and other curriculum materials by 2008	Organize a 3 day workshop for 150 KG teachers on the use of syllabuses and curriculum materials -Procure TLMs for all KGs -Procure furniture for 98 KG classrooms	2006-2008	A/D Planning A/D F&A	D/A IBIS UNICEF

DISTRICT EDUCATION STRATEGIC PLAN (DESP)

THEMATIC AREA: Quality Education (QE)

POLICY GOAL: Improve Quality of Teaching and Learning to enhance pupils/ students achievement (QE2)

DISTRICT PROBLEM	RELATED POLICY OBJECTIVE	OUTCOMES	STRATEGY	OUTPUT	ACTIVITY	TIME FRAME	UNIT RESPONSIBLE	COLLABORATORS
Inadequate knowledge of teachers and in use of syllabuses and other curriculum	QE5 Improve the relevance of the curriculum	Curriculum made more responsible to the needs of the pupils and students by 2010	Training of teachers on the new curriculum	Coverage of curriculum at basic level improve by 2008	Organize a two days workshop in clusters for 140 primary school head-teachers	2006 To 2008	A/D Planning A/D HRMD A/D TRG	UNICEF D/A IBIS DFID
					Organise a two days workshop in clusters for JSS subject masters	2006 To 2008	A/D Planning A/D HRMD A/D TRG	UNICEF D/A IBIS DFID
Poor BECE performance	QE6 Develop a reliable pupil/student learners testing and assessment systems.	Performance at BECE raised from 33% in 2005 to 95% by 2010	Adaptation of a competency base approach to evaluate learning outcomes at basic levels at agreed stages that is (p3,p6&JSS2)	Percentage coverage of pupils/students testing and assessment raised to 95% by 2010	Organize PLT in English, Mathematics and Science/Environmental studies for p3 and p6. Organize mock examination for p6 and JSS3	2006 To 2008	A/D Planning EXAMS OFFICER	UNICEF D/A IBIS DFID

DISTRICT EDUCATION STRATEGIC PLAN (DESP)

THEMATIC AREA: Quality Education (QE)

POLICY GOAL: Improve Quality of Teaching and Learning to enhance pupils/ students achievement (QE2)

DISTRICT PROBLEM	RELATED POLICY OBJECTIVE	OUTCOMES	STRATEGY	OUTPUT	ACTIVITY	TIME FRAME	UNIT RESPONSIBLE	COLLABORATORS
Absenteeism, lateness and truancy	QE7 Develop an effective accountability system	Inspection, monitoring and evaluation intensified by 2010	Intensification of supervision at the basic level	Ensure 90% of teachers attend school regularly, punctually by 2010	Conduct regular school inspection twice termly and submit reports promptly. Monitor teacher absenteeism and take non-performing teachers to book	2006-2008	A/D HRMD SHEP CORD	UNICEF D/A IBIS DFID
Poor sanitary environment in schools	QE12 Expand to improve school Health, Sanitation and Safety system	Environmental sanitation improved in all schools by 2010	Sanitary facility(toilets and urinals) increase in schools	School health and Hygiene systems in all schools improved	Rehabilitate school sanitary facilities(toilets and urinals) 50 annually	2006/2008	A/D HRMD SHEP CORD	UNICEF D/A IBIS
			Provision of first aid facilities to schools	% of poor health problems reduced	Procure and distribute first-aid kits to all schools	2006/2008	A/D HRMD SHEP CORD	UNICEF D/A IBIS
			Provision of portable water to basic schools	Access to portable water for 60 schools	Procure and distribute 60 water storage tanks to schools	2006/2008	A/D HRMD SHEP CORD	UNICEF D/A IBIS
Inadequate Education on HIV/AIDS STDS. Prevention	QE15 Integrate HIV/AIDS in the curriculum	Awareness level/prevention of HIV/AIDS/STDs and other diseases rose from 25% in 2005 to 80% by 2010	Improvement in the Health Education content of the curriculum	Coverage rate of HIV/AIDS, STDS prevention programme in schools improved	Train 150 Basic schools on HIV/AIDS, STDs prevention and counselling	2006/2008	A/D HRMD SHEP CORD	UNICEF D/A IBIS

DISTRICT EDUCATION STRATEGIC PLAN

THEMATIC AREA: Science Technology and TVET (ST)

POLICY GOAL: Promote, Extend Science and Mathematics Technology and Training (PG6)

DISTRICT PROBLEM	RELATED POLICY OBJECTIVE	OUTCOMES	STRATEGY	OUTPUT	ACTIVITY	TIME FRAME	UNIT/PERSON RESPONSIBLE	COLLABORATORS
Inadequate knowledge on basic managerial skills	EM 1 Identify and strengthen management roles at all levels of education system	Managerial skills of Heads of basic schools and desk officers improved from 30% in 2005 to 80% by 2010	Capacity building for Heads of basic schools and Desk officers	Basic management skills of basic schools heads and the desk officers improved by 2010	Organize a two day inset on school management for 150 heads of basic schools.	2006 To 2008	A/D Planning Training Officer A/D HRMD	D/A UNICEF IBIS DFID
					Organize a two day inset on school management for 30 DESK Officers	2006 To 2008	A/D Planning Training Officer A/D HRMD	D/A UNICEF IBIS DFID
High Teacher attrition in the District	EM2 Strengthen monitoring evaluation and accountable system	Accurate number of staff at post by 2010	Organization of payroll head counts at all levels of education system	All schools and offices captured during head count by 2008	Conduct head counts at all levels to ensure accuracy in the payroll	2006 To 2007	A/D Planning IPPD Officer Accountant	D/A UNICEF IBIS DFID

DISTRICT EDUCATION STRATEGIC PLAN

THEMATIC AREA: Science Technology and TVET (ST)

POLICY GOAL: Promote, Extend Science and Mathematics Technology and Training (PG6)

DISTRICT PROBLEM	RELATED POLICY OBJECTIVE	OUTCOMES	STRATEGY	OUTPUT	ACTIVITY	TIME FRAME	UNIT/ RESPONSIBLE	COLLABOR ATORS
Inconsisten cy in data collection	EM3 Strengthen the EMIS and improve education statistics	Accurate and reliable data collected by 2010	Orientation on data collection	180 heads of basic schools and 20 officers trained on data collection by 2008	Organize two days workshop on proper data collection in circuit clusters for 180 heads of basic schools	2006 To 2007	A/D PIANNING A/D STATISTICS	D/A UNICEF IBIS DFID
					Orientate 8 desk officers and twelve circuit supervisors on data collection and analysis	2006-2008	A/D PIANNING A/D STATISTICS	D/A UNICEF IBIS DFID
In effective PTA/SCs and BOG	EM5 Ensure effective decentralization and community owner ship and participation	% of active PTAs/SMCs and BOGs rises from a present rate of 40% to 90% by 2010	Restructurin g of dormant PTAs/SMCs in schools	70 PTAs/SMCs restructured by 2008	Organize three days workshop/capacity building for 70 PTAs/SMCs	2006 To 2007	A/D Planning A/D HRMD CPC	D/A UNICEF IBIS DFID
					Source funds for effective operation of DEOC and DEPT	2006 To 2008	A/D Planning A/D HRMD CPC	D/A UNICEF IBIS DFID

DISTRICT EDUCATION STRATEGIC PLAN

THEMATIC AREA: Science Technology and TVET (ST)

POLICY GOAL: Promote, Extend Science and Mathematics Technology and Training (PG6)

DISTRICT PROBLEM	RELATED POLICY OBJECTIVE	OUTCOMES	STRATEGY	OUTPUT	ACTIVITY	TIME FRAME	UNIT RESPONSIBLE	COLLABORATORS
Lack of science/Tec/Voc Teachers in schools	ST3 -Promote, Extend science and Mathematics Technology and Training	All 40 JSS schools have at least 2 SC/TEC/VOC teachers by 2010	Organization of capacity building workshops for JSS teachers	143 JSS teachers trained in Science/Tech/Voc by 2010	Organize a 3 day workshop for 120 JSS teachers	2006-2008	A/D Planning Training Officer A/D HRMD	D/A IBIS UNICEF

DISTRICT EDUCATION STRATEGIC PLAN

THEMATIC AREA: Science Technology and TVET (ST)

POLICY GOAL: Promote, Extend Science and Mathematics Technology and Training (PG6)

RELATED POLICY OBJECTIVE	INDICATIVE TARGETS(OUTCOMES/OUTPUTS)	STRATAGIES/ACTIVITIES	TIME FRAME	UNIT/RESPONSIBLE	COLLABORATORS
ST3 Promote Science, Maths education and Training	One TVET established in the district by 2010	Science/Tech/Voc. Training programmes identify and give SC/TECH/VOC training to JSS and SSS Schools drop outs.	2006-2008	A/D Planning A/D HRMD	D/A IBIS UNICEF
	30 JSS and 3 SSS workshops established in the selected schools by 2008	Conduct TVET in district by 2008	2006-2008	A/D Planning STME	D/A IBIS UNICEF
	Number of JSS and SSS benefiting from STME to increase to 100% by 2010	Awareness creation among pupils and student -Organise STME annually -Provide science consumables to basic schools and SSS. -Organise inset for Maths and Science teachers	2006-2008	A/D Planning STME	D/A IBIS UNICEF

Appendix: VI

Ghana Education Service

Basic Education Certificate Examination: National Level Performance

No	Year	Total Number of Students Who Sat for the BECE	Number of Students with a Pass (Between Aggregate 6-30)	Percentage Pass (Between Aggregate 6-30)
1	1998	229,432	138,477	60.36%
2	1999	233,740	140,729	60.21%
3	2000	233,785	141,535	60.54%
4	2001	247,663	149,600	60.40%
5	2002	264,979	160,262	60.48%
6	2003	268,284	163,613	60.99%
7	2004	278,391	170,324	61.18%
8	2005	287,297	176,959	61.59%
9	2006	308,383	190,924	61.91%
10	2007	320,247	196,240	61.28%
11	2008	338,292	210,282	62.16%
12	2009	395,649	198,642	50.21%
13	2010	350,888	172,359	49.12%
14	2011	375,280	176,128	46.93%
15	2012			

Source: DEO, East Gonja 2010