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GAPS IN PUBLIC BASIC EDUCATION DELIVERY IN GHANA: PERSPECTIVES OF COMMUNITY SCORECARDS IN TWO DISTRICTS

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■ Introduction

The importance of education, particularly primary education, in advancing economic and social development and in reducing poverty is well documented.

In Ghana, the importance of basic education to a child's future is well reflected in the 1992 Constitution which provides for education to be "free, compulsory and available to all" (UNICEF, 2012). In the past decade, Ghana has also made commendable progress towards the achievement of the Education for All goals by increasing basic educational participation in all regions, among the poor, by gender and by urban and rural status (UNICEF, 2012; Darvas and Balwanz, 2013). These improvements in educational access have been secured on the back of increasing governmental investment¹ in education since the late 1990s and the introduction of several innovations and new programs including the capitation grant, Ghana School Feeding Program (GSFP), among others (Darvas and Balwanz, 2013).

In spite of these gains in access and financial resources in education, basic education in Ghana is plagued with various challenges related to service delivery and quality: access to education, distribution

of critical educational inputs (for example, trained teachers², textbooks and infrastructure) remain highly unequal and sometimes limited. Education quality as measured by the National Education Assessment (NEA) falls far below system expectations and remains highly unequally distributed (Joseph and Wodon 2012; MoE 2012; USAID 2009). Teacher characteristics (that is lack of professional training, limited teaching experience, low "time on task" and high rates of teacher absenteeism continue to affect outcomes of pupils (Anamuah-Mensah; 2004; CDD, 2008).

One major tool that has been used for public service delivery assessments is the **Community Scorecard (CSC)**. A **Community Scorecard** is one of the many social accountability monitoring methods that is a hybrid technique of social audit and citizens report card. The Community Score Card enables beneficiary community members to assess service providers and to rate their services/performance using a grading system in the form of scores. It is an instrument to exact public accountability especially at the local/facility level. It is generally of more use in a rural setting. It is used to solicit user perceptions on quality and satisfaction of

¹ Over the past 6 years, Education expenditure as a percentage of total Government of Ghana expenditure has ranged from 18% to 25%. Basic education expenditure as a share of total sector expenditure ranged from 45% to 55% during the same period (ESPR 2008, 2011; Darvas and Balwanz, 2013).

² In four regions, Western, Upper East, Northern and Brong Ahafo, 40–50% of the teaching force is made up of untrained teachers (Darvas and Balwanz, 2013).

facilities, transparency and general performance of the service provider in order to pinpoint defects and omissions both in service and facility delivery so as to improve upon service delivery. It reveals some of the knowledge gaps of the community members themselves too so that strategies would be found to fill those gaps. In Ghana, the Institute for Policy Alternatives (IPA) has trained more than 50 practitioners in the use of Citizen Report Cards and Community Score Cards for social and public accountability engagements at the municipal, regional and national levels since 2002. Similarly, ProNet North, one of WaterAid's implementing Partner NGOs based in Wa in the Upper West Region, used CSC to assess water and sanitation in 2004.

The Community Score Cards (CSC) methodology to elicit responses from service providers and community members on social and public accountability and responsiveness in education in two districts (Abura-Asebu-Kwamankese, and Twifo-Hemang-Lower Denkyira in the Central Region of Ghana) using observation, participatory planning and monitoring approach is a follow-up to the Public Expenditure Tracking Survey (PETS) by CDD-Ghana which examined possible leakages in the distribution of core textbooks in thirty (30) public primary

schools located in six (6) districts - Abura-Asebu-Kwamankese, Ajumako-Enyan-Essiam, Awutu-Efutu-Senya, Asikuma-Odoben-Brakwa, Cape Coast and Twifo-Hemang-Lower Denkyira in the Central Region of Ghana. Also, a Citizens Report Cards (CRC) to assess citizens' knowledge and experiences with public primary education service delivery as part of the multi-year CDD-Ghana implemented and Results for Development (R4D) funded Transparency and Accountability Project (TAP) in Ghana.

Study methodology: The CSC approach involves the use of both secondary and primary data collection methods to gather data. The secondary method involved a review of publications on global and local education policies from sources such as the World Bank, UNESCO, IIEP DFID, USAID, Ministry of Education (MoE) and the Ghana Education Service (GES) etc. Also, reports on community score cards carried out in other countries were reviewed. The primary data collection method involved the designing of largely qualitative but participatory data collection tools and the use of same to gather information from key stakeholders in education in the survey districts. A snapshot of the processes CDD-Ghana adopted in implementing this CSC methodology is detailed in the following text box:

The Community Score Cards Process

A snapshot of the processes CDD-Ghana adopted in implementing this Community Score Card (CSC) in education delivery in Twifo-Ati Morkwa and Abura-Asebu-Kwamankese districts of the Central Region of Ghana.

Selection of communities and schools

Two communities, namely Abakrampah and Twifo Mampong, were selected from two districts, Abura Asebu Kwamankese (AAK), a deprived district, and Twifo Heman Lower Denkyira, an endowed district, as per the Ghana Education Service classification - were purposely selected. At Abakrampah, three schools (Roman Catholic Primary School, Methodist A&B Primary School, and Nana Otu D/A Primary School) were selected. Twifo Mampong had two schools (Roman Catholic A and B Primary) selected. All these schools were public basic schools selected from the list of schools that participated in the Core text tracking survey in 2012 and they were selected through collaboration between the District Education Directorates and the CDD Education team.

Conducting scoping visits

Having selected the communities and schools, scoping visits were undertaken to meet education service providers and users in the two communities. Notable individuals met by the team included district directors of education for the two communities, chiefs, opinion leaders, head teachers, heads of religious educational units, religious leaders, parents, inter alia.

Input tracking

The input tracking was done using a combination of direct observation and auditing of official school records. These were done together with school authorities. The records were documented in the input tracking matrix. This

activity was aimed at getting firsthand information on the state of school facilities and infrastructure, particularly to provide a qualitative assessment of school infrastructure and other inputs.

Identifying participants and mode of discussion

Key participants identified for the community scorecard included parents, members of SMCs and PTAs, assemblymen, traditional authority and opinion leaders other community leaders; teachers, head teachers, directors, other important officials from the district education office (DEO); and 5 pupils in upper primary (i.e. classes of 4 to 6) from each of the selected schools. Significantly, this heterogeneous mix by way of gender, occupation and position was to ensure that healthy discussions could ensue.

Indicators and scoring

At each community location, participants for the study were placed into three categories - providers of education services, clients of education services and beneficiaries of education services for focus group discussions. In all, a total of six focus group discussions were held. The facilitating team ensured that each member of the group participated in developing indicators. The members of each group then rated the various indicators on a scale of 0-5, where 0 means extremely poor (helplessly unavailable/bad) and 5 means very good (available and meets expectation) to indicate their experience and knowledge pertaining to the quality of education service delivery.

Interface meeting and consolidation of indicators

The last stage of the research approach was the interface meetings in each of the project districts that brought members of the communities and education service providers together to share the results of the scorecard exercise. At this stage of the exercise, all indicators of the pupils, community members and service providers were listed for approval and confirmation by the participating stakeholders. The participants at the interface meetings were then asked to agree on the most common indicators in the previous meetings. Participants also apprised the scores of the indicators of the previous meetings and they were given the opportunity to revise or maintain the scores on the identified indicators as well as come up with reasons underpinning their scores. The process also enabled participants to agree on recommendations, action plans and timelines for addressing the gaps identified to improve access and delivery of education in the project districts.

This briefing discusses the basic indicators and scores of beneficiaries (community members and pupils) and service providers (school and district authorities) in education delivery in the two districts. Specifically, it focuses on the community performance indicators and scores, service providers' assessment and interface meeting scores and indicators on the gaps identified in basic education delivery in the two districts. It further attempts to first, build capacity of community members to prioritize and advocate for improved resource allocation and delivery of service in the education sector and secondly, contribute to closing the gaps in education delivery through citizen engagements with service providers.

■ Input Tracking of Education Services and Delivery

The input tracking as part of the CSC methodology sought to establish the extent to which certain mandatory³ facilities were available in the selected schools. This was to provide an impetus for subsequent engagements with community members, pupils and service providers in education within the Abura – Asebu - Kwamankese (AAK) and Twifo-Hemang Lower Denkyira (THLD) districts. Using a combination of observation and engagements with school heads and other authorities, the input tracking found among other things, that most of the schools

³ The Ministry of Education in Ghana requires every public primary school to have access to at least a minimum of facilities that enhance teaching and learning. The policy advocates for the following mandatory facilities that every public primary school in Ghana must have: Minimum of six classrooms (for 1 stream school-Primary 1 to 6) which must be well illuminated, ventilated and spacious for easy movement; Head teacher's office with a store attached; Football, net ball, and volley ball fields; Minimum of 6 hole toilets for staff and pupils (male/female); School garden; Water and electricity/lighting; Desks (1:1 on a mono desk and 2:1 on a dual desk) and Blackboards; Vehicular access with parking spaces for at least 5 vehicles.

lacked the required facilities both in numbers and quality.

Generally, in terms of the type of buildings and availability of classrooms, all the schools selected relatively met the minimum standards as prescribed by the MoE. Indeed, in most of the schools, the type of buildings in use were well-constructed, plastered, painted, roofed, aerated and well lit with adequate facilities for easy access and use. However, in the Abakrampah Methodist Primary B in AAK district, ventilation and illumination in most of the classrooms were poor.

Store rooms were available in all the schools surveyed in the AAK districts. On the contrary, none of the schools surveyed in the THLD district had store rooms even though it is a mandatory infrastructure every school is supposed to have. On the contrary to the availability of store rooms, all the schools surveyed had head teachers' offices.

Although the availability of electricity is mandatory for all schools, only a few of the classrooms and in some cases the head teacher's office had electricity available. Similarly, school furniture were available in all the schools but not in the right quantities in comparison with the enrolment levels

None of the schools was disability friendly even though a Disability Act, Act 715 and an Inclusive Education policy has been in existence since 2006 and 2011 respectively to integrate disability friendly facilities in the construction of school infrastructure. Specifically none of the schools surveyed in both the AAK and THLD districts had hand rails to aid the movement and access of CWDs to education. Similarly, none of the schools also had access ramps, connecting walkways or gentle slopes to facilitate the movement of CWDs - particularly those in wheelchairs - within the school environment. In the case of Mampong A Primary School in the THLD district, access for children with disabilities was

hindered as a result of the bumpy surface and poor illumination in most of the classrooms.

The relationship between education, water, sanitation and health is cardinal in the education service delivery and under the School Health Education Program by the GES; the provision of water, sanitation and health is considered a crucial aspect of education delivery (WaterAid, 2007; Pillitteri, 2011; Smith-Asante, 2011). Water facilities were absent⁴ in all except one of the schools in the AAK district. In fact even in the Abakrampah Catholic Primary school where a poly tank had been supplied to provide water for pupils and teachers, supply of water was very erratic. In terms of the availability of toilet facilities, the observations revealed that all the schools had toilet facilities which met the requirements of the GES policy. In all the schools, there were separate toilet facilities for both boys and girls and teachers. Access to these facilities however was restricted to some of the pupils in some of the schools. In terms of the availability of separate urinals for teachers and both boys and girls, the tracking revealed that generally all the schools surveyed had separate 3-unit urinal facilities for teachers, boys and girls. However in terms of quality, most of these facilities were not properly kept, most of the head teachers in the participating schools attributed this to inadequate funds to buy detergents as well as the delays in the release of the capitation grant.

The most cost effective way of improving educational quality is the increased provision of high quality textbooks; as they hold considerable potential for high school achievements and counter-balance the problems of poorly trained teachers and the lack of basic facilities in schools (Crossley and Murby (1994). Consequently, it has been the aim of most governments and educators, to provide every pupil with a complete set of school books in every subject, free of charge. However the observational assessment of core textbooks in all the schools

⁴ Most schools asked pupils during schools hours to go to nearby water sources to fetch water or ask pupils to come to school with their own water for use.

showed a general state of unavailability. Indeed, in most of the schools in these score cards process, although the Ministry of Education (MoE) textbook policy advocates for a three core textbooks (English, Mathematics and Science) per pupil at all levels of basic education, the situation was very discouraging. Indeed, in the Abakrampah Methodist Primary School, the textbooks were not available at all. In the remaining schools where the textbooks were available, for core textbooks, between 2 and 3 pupils shared one while the other textbooks were just not adequate.

Effective delivery of any public service, including education, depends primarily on the human resource base of the service. In this case: the teachers as frontline staff, policy-makers and all the other categories of support staff employed by MoE and its agencies for that purpose (Afrimap, 2010). In terms of the number of teachers available in the selected schools, the tracking revealed that relatively all schools had teachers for all classes with the exception of Abakrampah Methodist ‘B’ Primary

where only 5 teachers were available for the 6 classes in the school.

■ Community Performance Scores and Analysis

Community members with a stake in the delivery and outcomes of education in the two districts also participated in separate education performance assessment meetings. More than half of participants were Parent/Teacher Association (PTA) executives and members. In AAK, 50% of participants were PTA members while in THLD they constituted 52%. 12% and 19% of respondents in AAK and THLD respectively were School Management Committee (SMC) executives. Parents and other opinion leaders such as traditional leaders, assembly members and Faith-Based Organization (FBO) managers constituted about a third of participants in AAK (38%) and in THLD (29%).

	Abakrampah Catholic Primary School	Abakrampah Methodist ‘B’ Primary School	Mampong Catholic ‘A’ Primary School	Mampong Catholic ‘B’ Primary School
<i>Infrastructure facilities</i>				
Classroom	100%	100%	100%	100%
Head teacher’s office	100%	100%	100%	100%
Electricity	0-30%	0-30%	31-60%	61-100%
Furniture/ Desks	31-60%	61-100%	61-100%	31-60%
Store rooms	100%	100%	100%	100%
Sporting facilities	100%	100%	100%	100%
<i>WASH Facilities</i>				
Water	31-60%	0-30%	0-30%	0-30%
Hand washing	INT	INT	61-100%	61-100%
Toilet	100%	100%	100%	100%
Urinal	100%	100%	100%	100%
<i>Teachers and learning inputs</i>				
English	31-60%	0-30%	0-30%	0-30%
Mathematics	31-60%	INT	0-30%	INT
Science	61-100%	INT	INT	31-60%
Teachers	61-100%	61-100%	61-100%	61-100%

Community members were given the opportunity to brainstorm and identify gaps in education services delivery in their districts with the aim of prioritizing, scoring and proffering recommendations for improvement. Community members in the two districts prioritized their key indicators on gaps in education delivery separately, each ranging from availability of disability friendly facilities to textbooks in AAK and teacher behavior to availability of WASH facilities in THLD. Additional indicators that featured at the district specific levels included disability friendly facilities, the state of classroom structures and Information and Communication Technology (ICT) facilities in AAK, while quality of class assessments and teacher adequacy also featured in the discussions in the THLD.

In terms of scoring indicators of community performance assessment of education delivery, there were similarities in the choices of indicators as well as the scores given to the indicators in the two districts. On availability of textbooks, community members in AAK scored 0 – (extremely poor) while those of THLD scored 1 – (very poor) indicating the very dire situation of textbook availability in all the schools. The state of furniture in schools in the two districts prompted the identification of those indicators. Participants in both districts scored availability of furniture 2 – (poor), explaining that most school furniture were broken and in a state of disrepair as well as inadequate to meet the enrolment of pupils and teachers in the schools. Availability of electricity which is mandatory for all schools was

identified as a gap in education delivery. In AAK where schools had little to no electricity, the indicator was scored 1 – (very poor) while in THLD it was scored 3 – (average), indicating the variability in terms of the availability of facilities in the two districts. On teacher attitude which encompasses regularity of attendance to school and punctuality, participants in AAK scored teacher quality 2-(poor) and punctuality 4- (good) while their counterparts in THLD scored the former 4-(good) and the latter 3- (average), indicating that perceptions and experiences with teacher behavior, quality and punctuality was quite positive in the two districts although there were concerns about availability of trained teachers especially in AAK. WASH facilities which encompass water, hand washing basins, urinal and toilet facilities are critical to hygiene and sanitation in schools in the two districts. Availability of water in the view of community members was (very poor) and hence rated 1 in AAK and 0-(extremely poor) in THLD, given the very limited access to water through standpipes or boreholes in schools. Availability of toilet facilities was also rated 1-(extremely poor) in AAK and (3)-average in THLD by community members, as in their view the facilities were inadequate to meet teacher and pupil population in addition to the sometimes very intense competition with community members over the use of school toilet facilities, which negatively affects access for pupils and teachers in these schools.

Table 2.0: Common Indicators of Community Members in the two Districts

Community Performance indicators on education for AAK and THLD	
1	Availability of textbooks
2	Adequacy of furniture
3	Availability of electricity
4	Availability of water facilities
5	Availability of toilet facilities
6	Punctuality of teachers
7	Quality of teaching
8	Supervision of school authorities by DEDs

In terms of the district specific indicators, quality of class assessment given by teachers and the number of teachers with respect to pupil population were rated (4)-good and (5)-excellent respectively indicating that conditions were good and very good in THLD. In AAK, on the other hand, availability of disability facilities and ICT facilities were both rated by community members as (1)-very poor as these facilities largely did not exist.

■ Pupil Performance Indicator Analysis and Scores

Pupils in schools in the two districts also participated in the identification of indicators on education delivery in their schools and districts. In undertaking the Pupils performance assessment, pupils were drawn from the cluster of schools in the participating districts. In AAK, pupils were drawn from three (3) schools in Abakrampah to form a cluster. In THLD, pupils were drawn from two (2) schools to form one cluster at Twifo Mampong. In AAK, the pupils were largely evenly selected from the three clusters of schools (Nana Otu D/A school in Abrakrampah (38%), Catholic Basic School in Abrakrampah (31%) and Methodist Basic school in Abrakrampah (31%)).

In THLD, 53% of the pupils were drawn from Mampong Catholic ‘A’ and 47% from the Mampong Catholic ‘B’ basic schools.

Pupils’ were given the opportunity to independently identify the gaps in the delivery and costs in accessing education. They were then on separate occasions given opportunities to prioritize their key indicators on gaps in education delivery from the initial lists. In AAK, pupils identified five (5) key indicators ranging from teacher behavior to availability of furniture. In THLD, pupils also identified seven (7) key indicators ranging from availability of textbooks to WASH facilities.

Analysis of the pupils’ responses showed the following common indicators in the two districts: punctuality of teachers to schools and behavior of teachers towards pupils as hindering the delivery of quality education. In addition, lack of teaching and learning materials such as core textbooks, supplementary readers, and furniture were identified by the pupils. Absence of water, hand washing, urinal and toilet facilities were also of concern to the pupils.

Figure 2.0: Community members’ Indicators and Scores in Education

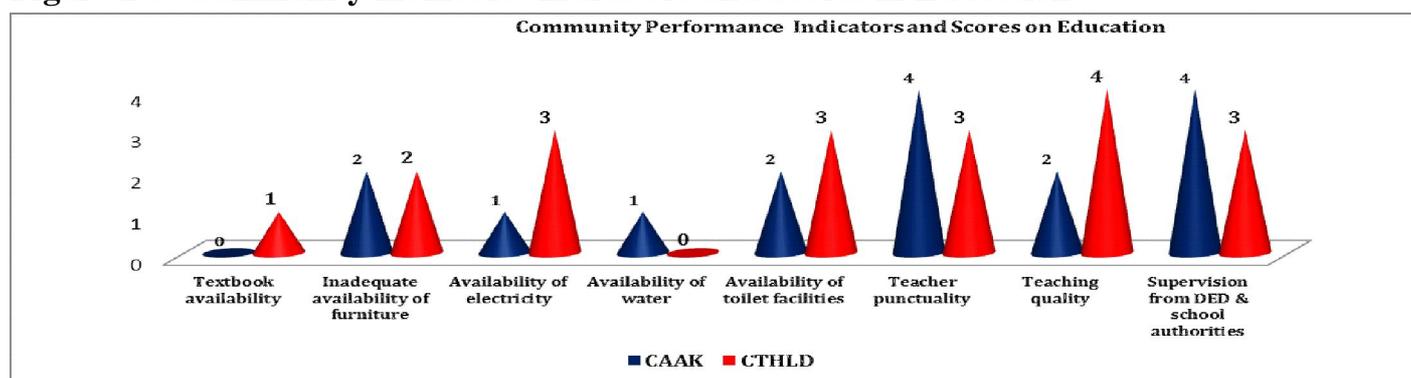


Table 3.0: Common Pupil Performance indicators on Education in the two districts

Pupil Performance indicators on education

- 1 Behavior of teachers
- 2 Availability and adequacy of core textbooks
- 3 Availability of toilet facilities
- 4 Availability of water facilities
- 5 Availability of hand washing facilities
- 6 Adequacy of furniture

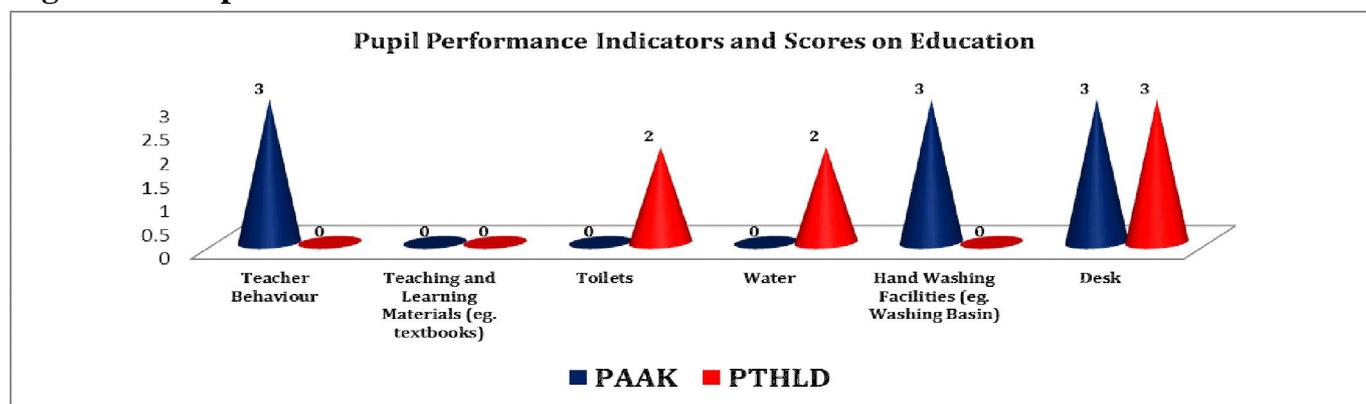
Additional indicators identified by pupils in the two districts include the absence of ICT facilities in schools such as computers, laptops etc. for teaching and making pupils literate. The use of corporal punishment by teachers for truant pupils was seen as demotivating /discouraging pupils from attending school. Some pupils also indicated that the poor state of their school uniforms made them vulnerable to ridicule from fellow pupils which affected interest in education and also facilitated drop out by some of their peers.

Pupils' scores of the indicators they identified showed some increasing consistency with those of the community members. On teacher behavior which encompasses attendance, punctuality and relations with pupils, pupils in AAK scored (3)-average while their counterparts in THLD rated it (0)-extremely poor and pointed to teachers coming to school late or only to teach their courses, and also engaging in sexual relations with some female pupils. Pupils in both districts rated the availability of TLMs especially in terms of textbooks extremely poor (0) given the non-availability of books in the schools. In

contrast, pupils in both districts rated availability of desks as average (3) indicating that from the perspective of the pupils, the situation of the school furniture was not as bad as the community members had perceived it. In terms of WASH facilities, pupils in AAK rated the availability of toilet facilities (0), water (0) and hand washing facilities (3) while their counterparts in THLD scored toilets (2) water (2) and hand washing (0) indicating that the situation of WASH facilities in schools in the two districts requires very urgent attention to improve access, especially for female pupils during their preteen or teenage period.

District specific indicators such as the provision of ICT facilities in AAK were rated as average (3) by the pupils. In THLD, pupils rated pupils' punctuality, pupils' access to new school uniforms and the use of corporal punishment by teachers as 0, 3 and 2 respectively, indicating that pupils were not shy to admit the fact that excessive use of corporal punishment by teachers encouraged their peers to drop out of school or limited their interest in the education.

Figure 3.0: Pupils' Indicators and Scores in Education



Teachers create intimidating learning atmospheres; teachers use mobile phones during teaching hours; some teachers depart immediately after signing-in; dissatisfied with approach to teaching; drinking habit of some teachers is worrying-AAK

Pupils are regularly lashed by teachers for bad behaviour-THLD

Teachers leave classrooms before closing. Some report to school, but leave before school closes. Pupils equally follow suit because they are left doing nothing in the absence of teachers-THLD

Schools uniforms are torn which exposes pupils to ridicule by their colleagues-THLD

ICT facilities are available in some schools, but only for demonstration. Other schools do not have these facilities entirely-AAK

■ Service Provider Performance Indicators and Scores

Service providers in the two districts of AAK and THLD were drawn from various backgrounds to enable the researchers derive a very balanced view of the gaps and hidden costs in the delivery of education services in Ghana. Head teachers and their assistants constituted the majority of participants at AAK (44%), followed by teachers (31%) and District Education Directorate (DED) officials 25%. In THLD, on the other hand, teachers constituted the majority of service providers (53%), followed by DED officials, Faith Based Organization (FBOs) representatives (33%) and head teachers (14%).

Service providers were given opportunities to prioritize their key indicators in education delivery from the initial lists of 12 and 17 in AAK and THLD respectively. Analysis of the most common indicators in the Service providers' meetings in AAK and THLD showed seven (7) common indicators and nine (9) additional ones which were peculiar to the two districts. On teaching and learning materials (TLMs), they bemoaned the inadequate textbooks in all the classes. They also said the frequent changes in the syllabus by the Ghana Education Service (GES) without accompanying textbooks was affecting their delivery of better services to pupils and parents.

Other indicators service providers identified as hindrances to education service delivery in their districts included illicit pupil- teacher relationships in schools, which in their view, affected pupil performance, the absence of electricity and inadequate furniture, especially in AAK. In the case

of THLD, issues about teacher motivation, poor pupil attitude towards education, ineffective supervision of pupils and teachers by head teachers and circuit supervisors (CS) featured prominently. Finally, the GES policy of mass promotion of pupils was identified in the THLD as inhibiting effective service delivery at the school and district levels.

Service providers in AAK rated availability of textbooks **0** (extremely poor) while their counterparts in THLD rated the same indicator **1** – (very poor). The consistency of the scores on textbooks across the various stakeholders confirms the non-availability of textbooks in most schools as the last time Math books were procured according to GES records was in 2005 and English and Science books in 2008. Currently, although the national textbook policy mandates that every pupil in public primary school gets access to 3 government procured textbooks (English, Mathematics and Science); pupils in both AAK and THLD districts only get access to 1 of the three textbooks. In fact, for the two districts this represents an over 50% decline in textbook access from a ratio of 2 core textbooks to a pupil in the 2007/08 academic year. Change in syllabi was rated **2** – (poor) in both districts as they were not even accompanied by textbooks and adequate training of teachers on the new syllabus.

While service providers in both districts rated teacher commitment high as in **3** -(average) in AAK and **4** - (good) THLD, they were quick to rate parents attitude towards education as (very poor) - **1** and (poor) **2** in AAK and THLD respectively. This was

Table 4.0: Common indicators of service provider performance on education in the two districts

Service provider performance indicators on education	
1	Adequacy of textbooks
2	Frequent changes in syllabi
3	Attitudes of parents
4	Commitment of teachers
5	Availability of water facilities
6	Availability of toilet facilities
7	Availability of hand washing facilities

quite worrying as studies have established that government schools demonstrate better learning outcomes when teachers are committed, head teachers provide leadership and the parents and community care about quality education⁵.

Service providers equally identified the availability of WASH facilities as typical challenges to education in the districts. In both districts, service providers rated availability of water and water facilities ‘0’ – extremely poor and hand washing facilities (poor) – 2. In AAK, toilet facilities were rated (poor) – 2 implying limited availability while in THLD, it was rated 3 – (average) as the available facilities were in bad shape and overrun by community members.

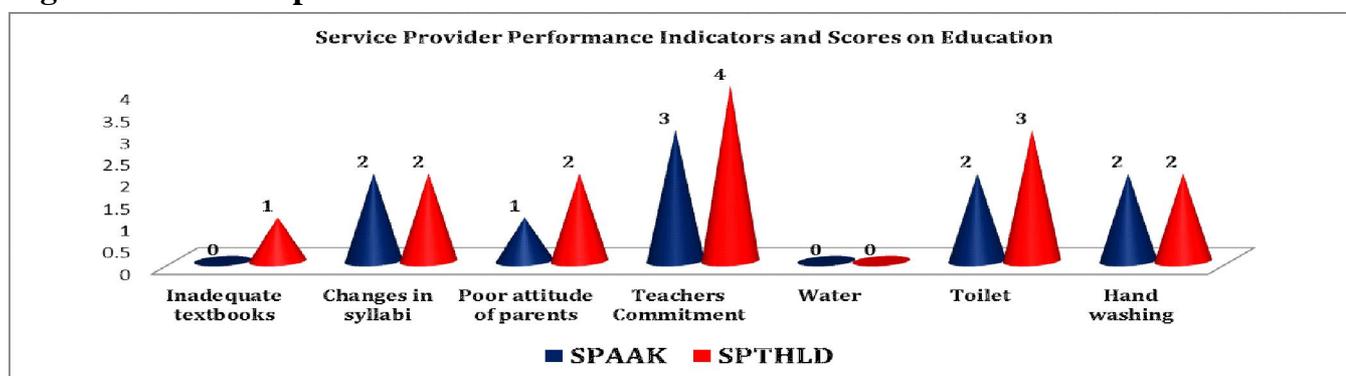
Additional indicators identified by service providers in AAK included pupil-teacher ratio and inadequate furniture which were rated average , as well as availability of electricity, which was rated as very poor 1. In THLD however, service providers were quick to rate teacher motivation as (extremely poor) (0), availability of urinals as (poor) 2 and pupils attitude towards education as (poor) -2. The GES policy of mass promotion of pupils was criticized and rated (poor) - 2 while supervision of circuit supervisors over headteachers and headteachers to teachers and schools as (good) - 4.

■ Interface Meeting –Performance Indicators and Scores in Education

Participants at the interface meetings were drawn from individuals and groups that participated in the community and service provider performance assessment meetings⁶. Parents, opinion leaders and district assembly officials constituted the majority in both AAK (45%) and THLD (40%). Specifically, head teachers and teachers constituted about a third of the participants in both AAK (29%) and THLD (25%). In AAK, PTA/SMC officials constituted 16% in contrast to the 27% that participated in THLD. DED officials constituted only about 1 in 10 of participants in both AAK (10%) and THLD (8%).

Analysis of the consensus indicators of the two (2) districts interface meetings showed that TLMS, furniture, and WASH facilities were common to the two districts. In addition, teacher attitude which encompassed attendance, punctuality and behavior towards pupils and teaching were assessed. In terms of scores, the consensus for textbooks in AAK was 0 while that of THLD was 1, pointing to the very dire state of textbooks in schools in the two districts. For toilet facilities, they were rated 1 in AAK and 0 in THLD, exposing the inadequacy and sometimes deplorable state of the existing facilities, in addition to continuous competition over toilet facilities in schools by community members. Availability of

Figure 4.0: Service provider indicators and scores in education



⁵ <http://www.azimpremjifoundation.org/pdf/WhatMakesSchoolSuccessful.pdf>

⁶ Efforts were made to invite and ensure participation of all stakeholders in the service providers and community members meetings. However, difficulties in the schedules hampered the process. The absences of these members were made up for with the participation of more district level actors such as the GNAT executives among others.

water was scored **0** in AAK as schools in the districts had no water supply or water source such as boreholes or standpipes which are mandatory. In THLD however, the score on water was (average) - **3** indicating that there was some access but required improvements in terms of regular supply. Availability of furniture was rated (average) - **3** in AAK and (poor) - **2** in THLD. Teacher attitude was scored (average) - **3** in both districts which indicates that it required improvements in teacher attendance, punctuality, delivery and relations with pupils especially the girls.

Additional indicators emanating from the consensus meetings included absence of electricity and ICT facilities which were rated (very poor) - **1** and hand washing **2** - (poor) in AAK as schools had largely no electricity, water, hand washing and little to no ICT facilities. In THLD, the participants at the consensus meetings also identified loaded syllabi, the mass promotion of pupils and lack of effective supervision by parents were scored **1** respectively, indicating (very poor) and requires urgent action to facilitate change and delivery of better services. Effective supervision of pupils by teachers and availability of hand washing facilities were rated (average) - **3**.

■ Conclusion

The study highlighted a lot of gaps in the education sector and how these gaps affected effective delivery of services in the education sector.

- Specifically, the study revealed that in spite of government’s efforts towards improving access and quality of education, textbooks, which many studies have established can counter balance the problems of poorly trained teachers and significantly predict

academic achievements, are still inadequate. Indeed in all the participating schools, stakeholders bemoaned the dire situation of textbooks which has the potential of offsetting Ghana’s attainment of the MDG 2 and the EFA goals.

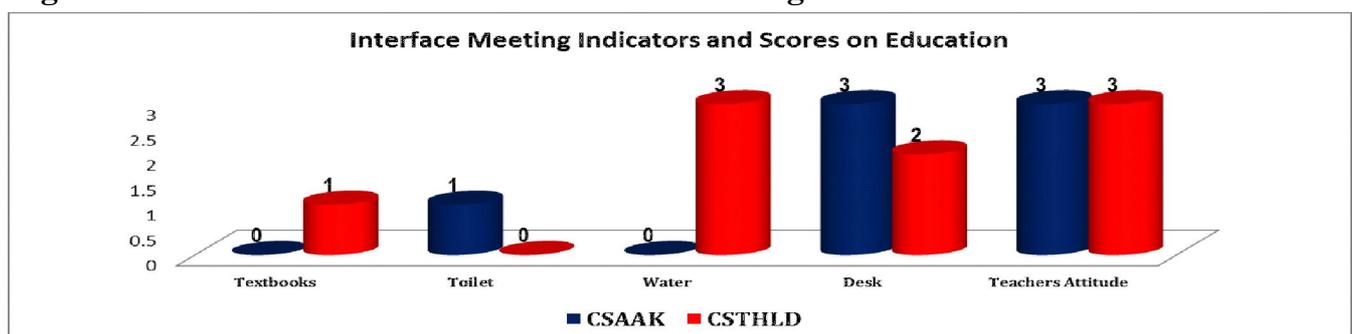
- WASH and disability friendly facilities continue to be absent in most schools in spite of their proven linkages with the attendance and retention of girls and children with disabilities in schools. This has the potential of preventing Ghana from achieving the MDG 2 and 3.
- Desks and other furniture were also largely inadequate in most schools
- Teacher’s punctuality and attitudes in public primary schools continue to be a matter of concern. In most cases, teachers did not show up in school and even when present spent most of the time on activities that contributed little to teaching and learning.

■ Recommendations

To improve education service delivery and increase access for all the government through the GES should;

- Fully decentralize education to allow district assemblies take full charge of schools within their jurisdiction. This should also include all teachers in the districts so that truant teachers can be adequately monitored. The current situation where truant teachers are only transferred when reported for truancy does not help in deterring others from committing the same offence.

Figure 5.0: Indicators and scores of interface meeting in AAK and THLD



- In addition, the GES should institute a system where teachers are licensed before they are allowed to teach and when they commit an offence which is in contravention to the services code of conduct forfeit the license.
- Establish adequate information and monitoring systems to track flows of textbooks from DEDs to schools and within schools to ascertain deficits and respond appropriately.
- Develop standard for school infrastructure which incorporates and makes it compulsory for the provision of WASH and disability friendly facilities. These standards should be incorporated in contracts awarded for the construction of schools so that failure to incorporate them will be penalized.
- Review the policy of mass promotion to enhance teaching, learning outcomes and achievement.

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