

UNIVERSITY OF CAPE COAST

**ROLE OF CIVIL SOCIETY ORGANISATIONS IN PROMOTING
PARTICIPATION IN BASIC EDUCATION DELIVERY IN THE
TALENSI-NABDAM DISTRICT OF GHANA**

YAKUBU MOHAMMED SAANI

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PARTICIPATION IN BASIC EDUCATION DELIVERY IN THE TALENSI-
NABDAM DISTRICT OF GHANA

BY

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GOVERNANCE, LAW AND DEVELOPMENT

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DECLARATION

Candidate's Declaration

I hereby declare that this dissertation is the result of my own original work and that no part of it has been presented for another degree in this university or elsewhere.

Candidate's Signature:..... Date.....

Name: Yakubu Mohammed Saani

Supervisor's Declaration

I hereby declare that the preparation and presentation of this dissertation were supervised in accordance with the guidelines on supervision of dissertation laid down by the University of Cape Coast.

Supervisor's Signature:..... Date:.....

Name: Prof. J.V. Mensah

ABSTRACT

Civil society organisation (CSOs) have been working in the Talensi Nabdam District to promote and strengthen participation to ensure that resources meant for basic education delivery are fully accounted for and used as agreed. They have designed programmes to improve primary and secondary stakeholders involvement and commitment in basic education delivery. However, teacher workload, poor quality and participation in management of education delivery are still issues of great concern.

This study was therefore conducted to examine the role of CSOs in promoting participation in basic education in the Talensi- Nabdam District of the Upper East Region. This study purposively sampled 269 respondents. Data were drawn from both primary and secondary sources.

The study revealed that there was some amount of participation in school governance at the basic education delivery and women and girls played active role in the process. Quite often, teachers went for seminars and workshops organised by CSOs.

It is recommended that seminars and fora should be held in communities with local language used as medium of communication; CSOs, GES and communities should ensure that meetings and workshops that would require the participation of teachers are held during weekends, holidays or after instructional hours.

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DEDICATION

To my wife and the entire family.

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ACRONYMS

ACFOA	Australian Council for Overseas Aid
ACP	African Caribbean and Pacific
ADRA	Adventist Development and Relief Agency
BECS	Basic Education and Civil Society Project
CARE	An International Non Governmental Organisation
CRS	Catholic Relief Service
CS	Circuit Supervisor
CSO	Civil Society Organisation
DEOC	District Education Oversight Committee
EFA	Education For All
EQUALL	Equitable Education for All
fCUBE	Free Compulsory Universal Basic Education
GDP	Gross Domestic Product
GES	Ghana Education Service
GPRS	Growth and Poverty Reduction Strategy
IEU	International Education Unit
IMF	International Monetary Fund
ITCZ	Inter-tropical Convergence Zone
JHS	Junior High School
JSS	Junior Secondary School
MDGs	Millennium Development Goals

NEPAD	New Partnership for Africa Development
NGO	Non Governmental Organisation
PNDC	Provisional National Defence Council
Post Sec	Post Senior Secondary School
PRA	Participatory Rural Appraisal
PTA	Parent Teachers' Association
PV	Payment Voucher
REV	Rural Education Volunteer
REFLECT	Regenerated Freirean Literacy through Empowering Community Techniques
SCORE	School and Community Oriented Education
SMC	School Management Committee
SPAM	School Performance and Appraisal Meetings
SPSS	Statistical Product for Service Solutions
SSS	Senior Secondary school
UK	United Kingdom
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
USAID	United States Agency for International Development
UTTDBE	Untrained Teacher Diploma in Basic Education
WTO	World Trade Organisation

CHAPTER ONE

INTRODUCTION

Background

Education is a human right, which is sanctioned by states, through legislation and national constitution. Half a century ago, article 26 of the Universal Declaration of Human Rights enshrined the right to free basic education by stating.... "Everyone has the right to education. Education shall be free, at least in thhe elementary and fundamental stages. Elementary education shall be compulsory” (James, 1987). Subsequent commitments at the international, regional and national levels reaffirmed this. The 1990 Jomtien “World Conference on Education for All” (EFA) was also instrumental in identifying internationally agreed targets for the provision of education as a basic human right. This was followed up with the 2000 Dakar Framework for Action, an international review of educational progress made since Jomtien (Mark and Makundan, 2003).

In Ghana, the Education Act of 1961 established the policy of free and compulsory primary and basic education for all children of school-going age. Since independence in 1957, various governments have attempted, with varying success, to provide facilities and opportunities for basic education for all children in Ghana. In 1983, the government enacted PNDC Law 42 to modify and

reinforce among others, the Education Act of 1961. The government declared that without the provision of basic education for as many of our children for the challenges of this environment, we would only be turning them into misfits and denying ourselves the most essential resources for national development (Bening, 1990).

Civil society organisations (CSOs) cover a wide range of organised groupings which occupy the public space between the state and individual citizen. They are normally interest groups with different degrees of accountability. The more diverse the society, the more each segment of that given society is represented. CSOs are important stakeholders in society and governments have committed themselves to creating an enabling environment for CSO operations. Laws have been enacted to support such operations. Government's policy to provide high quality primary education requires the participation of a broad range of actors such as teachers, traditional authorities, parents and guardians, policy makers and CSOs (Mwatumu, 2002).

CSOs have been critical in the provision of training, civic education, rehabilitation, leadership development, environmental protection, promotion of sustainable development, HIV/AIDS support programmes, caring for orphans, provision of legal aid, rights education and protection and small-scale agricultural support, among many other development programmes. In many places, they have been at the centre of calling for social justice in development, challenging the global economic disorder, campaigning for debt relief for poor countries, and demanding accountability from inter-governmental institutions such as the

International Monetary Fund (IMF), the World Trade Organisation (WTO) and the World Bank, on one side, and national and local governments, on the other.

The United Nations (1997) acknowledges the role of civil society in the promotion of human development, environmental and human rights protection, democracy and good governance. The Millennium Development Goals (MDGs) are very clear in this regard. Successive human development reports by the United Nations Development Programme (UNDP) acknowledge this critical role of civil society.

The Government of Ghana (2003) also acknowledges the critical role of civil society, which is constituted by NGOs and social movements, in development. CSOs have comparative advantage for serving vulnerable sections of poor and remote communities. Their educational activities are complementary to and integrated with government education programmes. They adopt strategic approach to programme work emphasizing their involvement with grassroots groups and ability to understand, document and present community level interests to education planners and decision makers at all levels.

Participation means sharing power, legitimacy, freedom, responsibilities and accountability. It is both a principle and a means to include as many people as possible in the process of social change. Built in the deep interest for plurality, tolerance and dissent, it also involves an ability to understand and appreciate differences with transparency being a pre-requisite. It is a crucial means to initiate, inform and inspire change in all arenas of advocacy (Esman, 1994)

The Talensi-Nabdam District was created in 2004 from the Balogatanga District in the Upper East Region. The creation of the new district coupled with high incidence of poverty in the area and poor infrastructural base has attracted over ten CSOs to the district, most with elaborate programmes aimed at improving the quality of basic education. ActionAid, Catholic Relief Services (CRS), Adventist Development and Relief Agency (ADRA), Equitable Education for All (EQUALL), Community Link, Bonatadu among others have education programmes in the Talensi-Nabdam District aimed at providing and promoting access to quality education. They do this through strengthening of school governance, advocacy on girl child education, education resource tracking, supplementary feeding, provision of school infrastructure and facilitation of community involvement in the provision of basic education.

Problem statement

Civil society organisations have been working in the Talensi-Nabdam District to promote and strengthen participation to ensure that resources meant for basic education delivery are fully accounted for and used appropriately. They designed programmes to improve primary and secondary stakeholders involvement and commitment in basic education delivery. They implement programmes to enhance the capacities of communities to articulate and demand for quality and participate in education improvements, and contribute actively to the success of their local schools.

Despite the interventions of CSOs, teacher tardiness and absence, pupil absenteeism, retention and enrolments performance (especially for girls), quality and participation in management of education delivery are still issues of great concern. Severe management gaps and lack of clear school performance improvement plans have also led to unaccounted for resources, conflict of management roles at all levels and minimal involvement of civil society.

The challenge for government and CSOs as well as communities, is to create the conditions for promoting and strengthening participation in education to improve access to basic quality education. A good appreciation of the challenge requires an understanding of the strides or other wise made by CSOs in promoting participation in basic education delivery.

On account of this challenge and the considerable resources that CSOs injected into promoting participation, this study is conducted to examine the role of CSOs in promoting participation in basic education in the Talensi-Nabdam District of the Upper East Region.

Objective of the study

The general objective of the study is to examine the role of civil society organisations in promoting participation in basic education delivery in the Talensi – Nabdam District.

The specific objectives are to:

- Describe the nature of CSOs and their functions in promoting the participation of people in basic education delivery;

- Analyse the level of participation of key actors in basic education delivery;
- Assess the effectiveness of the participation of key actors in basic education delivery; and
- Make recommendations that would enhance and strengthen participation in basic education delivery.

Research questions

The study has been carried out based on the following research questions.

- What is the nature and functions of CSOs in promoting participation of people in basic education delivery?
- What are the levels of participation of key actors in basic education delivery?
- How do CSO programmes promote effective participation of key actors in basic education?

Significance of the study

The purpose of the study is to improve understanding of the effectiveness of CSOs' activities in promoting participation in basic education delivery in the Talensi-Nabdam District. The assessment is to generate information on the extent of involvement of CSOs in the promotion of participation in basic education. It is anticipated that this study will be useful for basic education providers who are concerned with improving the structures and delivery mechanisms of basic

education. It is hoped that the study will throw a searchlight on the activities of CSOs for further researches. It will also be useful for policy makers and other actors in basic education in creating a policy environment that is conducive for CSOs participation in basic education delivery in the Talensi-Nabdam District in particular and the country in general.

Organisation of the study

The study is organised into five chapters. Chapter One focuses on introduction, which covers background, statement of the problem, objectives of the study, research questions significance of the study and organisation of the study. Chapter Two reviews relevant literature. It also gives an overview of participation and how it relates to the programmes of CSOs and education. Chapter Three presents research methodology which covers study area, study design, study population, sampling procedure, data collection and data analysis. Chapter Four focuses on results and discussion while the last chapter presents summary, conclusions and recommendations.

CHAPTER TWO

LITERATURE REVIEW

Introduction

This section reviews literature on the evolution and functions of CSOs, participation and basic education. It also examines the role CSOs play in promoting participation in education.

Evolution of Civil Society Organisations

The term ‘civil society’ has a long history in political philosophy, and its definition has altered with Roman, Hegelian, Marxist, and Gramscian interpretations long before it was resurrected in the 1990s (Kumar, 1993). The Latin notion of *civilis societas* referred to communities, which conformed to norms that rose above and beyond the laws of the state. For many centuries, theorists did not clearly distinguish ‘civil society’ from the ‘state’ and often use the two terms interchangeably (Kean, 1988). The concept of civil society, therefore, is characterised by contradicting and inconsistent definitions.

Civil society is connected to the urban community and implies the coexistence of individuals who are able to find ways of resolving differences and disputes. The idea as a concept along with the ‘social contract theorists’ appeared in the 17th Century. The basic notion is that solidarity is a contractual relationship

between individuals or between different groups, or between groups and the state. In the 17th and 18th centuries, it was fashionable to talk about the social contract and it was then that Locke, Hobbes and Rousseau all developed their own conceptions of civil society. While Hobbes argued that once a state is formed, it is supreme, Locke, Rousseau and other libertarians believed that the state must always be held accountable to civil society (Kean, 1988).

James (2000) indicated that, many of the debates over the state versus the individual role in fostering the public good tended to overlook the importance of mediating structures such as civil society institutions. Strong networks of such institutions and active public participation in them provide social capital. Social capital, he argued, was as vital to effective societal functioning as physical and human capital.

Drucker (1992) called for government officials to "steer" rather than "row" by mobilizing partnerships and non-governmental initiatives in support of public goals rather than trying to do it all through public bureaucracies. This was echoed when he proposed creating a separate and new social sector—that is, charitable and community organizations and other nonprofits providing social services long considered the province of public agencies. One can debate how much "new" each of these authors really discovered, even whether civic engagement has declined or increased in the aggregate.

Mwatumu (2002) points out that civil society covers a wide range of organised groupings which occupy the public space between the state and individual citizen. They are normally interest groups with different degrees of

accountability to their membership basis. It is believed that democracy cannot fully flourish in the absence of civil institutions. This is so because, in practice, the more diverse the society, the more each segment of that given society is represented. The role of the non-government organisations (NGOs) has been defined, making them important stakeholders in society. Governments have committed themselves to creating an enabling environment including laws for NGOs to operate.

Diamond (1991) notes that civil society is not synonymous with NGOs. NGOs comprise only a segment of civil society. The emergence of NGOs have had a considerable effect on the growth and character of civil society as well as the state. NGOs are seen, to some extent, as the 'flag bearers' of civil society and its associated values. NGOs are characterised by four attributes: voluntary, independent, not for profit and not self-serving.

In order to be regarded as 'legitimate', NGOs, in addition to their non-profit character, are required to demonstrate their accountability to a genuine constituency. These constituencies are identified by some degree of need of marginalisation, which the state cannot fully address. NGOs are, therefore, expected to prove that they act 'in the public interest'. But the NGO explosion has been primarily in the area of social and economic welfarism, a sphere of operation in which the state feels little challenge and often welcomes the filling-in of the breach that NGOs carry out through their multifarious activities. NGOs are consequently praised by agents of the state for their 'facilitative role' in the

alleviation of poverty, improving conditions of health and education and proselytising on the environment (Diamond, 1991).

Broad categories of CSOs include NGOs, (both national and international), religious or faith based organisations, professional associations, trade unions, voluntary and self-help groups, organisations representing socially excluded groups (e.g. women and people with disabilities), community-based organisations, anti-corruption organisations, legal aid organisations, networks and coalitions, students' groups, and political parties.

Functions of Civil Society Organisations

Strong civil society and their organisations are considered one of the prerequisites for democracy. They are a reservoir of political, economic, cultural and moral resources to check the power of the state. They can play a role in checking, monitoring and restraining the exercise of power by the state and holding it accountable. This function can reduce political corruption, which is pervasive in developing countries. It can force governments to be more accountable, transparent and responsive to the public, which strengthens their legitimacy (Diamond, 1994).

CSOs can encourage people to get involved in politics, especially as voters in elections. Political participation strengthens the legitimacy and the institutionalisation of democratic governance, which are essential for consolidation. CSOs tend to stabilise the state because citizens have a deeper stake in social order. While civil society may multiply the demands of the state, it

may also multiply the capacity of groups to improve their own welfare. It is a locus for recruiting new political leadership. Those who are involved in the activities of such groups learn how to organise and motivate people, publicise programmes, reconcile conflicts and build alliances.

CSOs compliment government efforts and stand ready to give critical solidarity to governments in many countries. In many places, the CSO sector has been at the centre of calling for social justice in development, challenging the global economic disorder, campaigning for debt relief for poor countries, and demanding accountability from inter-governmental institutions such as the International Monetary Fund (IMF), the World Trade Organisation (WTO) and the World Bank on the one side and national and local governments on the other. The Seattle anti-WTO demonstrations raised the issue of trade and economic justice, while the Washington demonstrations against the World Bank and IMF-supported structural adjustment programmes gave prominence to social movements and NGOs calling for global economic justice, equitable and fair trade as well as human-centred development approaches (Tongai, 2004).

The Group of Eight developed countries, the Bretton Woods institutions and the WTO have all had to rethink where they meet and how they meet because civil society and social movements have taken an active interest in these meetings and have voiced their concern to the point of almost wanting to disrupt meetings. There were pitched battles between the police of host countries in Genoe, Prague, and Washington as protests have been mounted around global injustices brought by the uneven and unequal globalisation phenomenon.

Developing countries have found new allies in the form of NGOs protesting against the programmes being promoted and driven by the World Bank and IMF, the WTO and other global institutions. The United Nations, in many of its General Assembly resolutions and conventions, acknowledges the role of civil society in the promotion of human development, environmental and human rights protection, democracy and good governance. The Millennium Development Goals are very clear in this regard. Successive human development reports by the United Nations Development Programme acknowledge this critical role of civil society (Peter, 2003).

Kumi (2003) argued that CSOs have challenges of legitimacy and accountability stemming increasingly from its increased status and involvement in global matters. For CSOs to become effective, there is absolute need to show its effectiveness in bringing about a more just world. Their actions will have to be judged sooner or later by how effective they have contributed to this cause. It is important for CSOs to focus on the considerable number of areas where there is agreement and common ground for involvement and to agree to respectfully disagree on the smaller number of areas of difference. They need to reflect deeply, from the local to the global levels, how they can enhance and improve their effectiveness. They are called upon to recognise that one of their strengths stems from their diversity. The danger is that diversity can sometimes be used as an excuse for parochialism, a lack of willingness to explore collaborative ways of working and sometimes individualistic approaches to social change for the greater public good.

Gordon (2002) reiterated that CSOs lacked grounding and legitimacy in their own societies, and that they were too dependent on foreign assistance. While CSOs played a positive role in opposing authoritarian governments and helping to bring about transitions to democracy in many countries, their roles following the democratic transition had become less clear and less compelling. They raised a number of complex of demands on governments in ways that made it difficult or impossible for states to respond. At a time when many new democratic institutions remain underdeveloped and fragile, there is a danger of overwhelming even well-intentioned governments with demands for too many rights and too many services.

CSOs mobilize citizens and citizen demands in ways that exacerbate divisions in society-whether ethnic, religious, regional, class, or gender-rather than reducing or mediating such divisions. The same CSOs that opposed authoritarian governments and are now working to strengthen democracy also tend to advocate on behalf of an economic policy agenda that is anti-market, anti-trade and anti-investment, anti-globalization, and anti-growth. The same donors who support democracy programs and CSOs development are also the key providers of economic development assistance, and these donors tend to support market-led approaches to development and open trading and investment systems that are at odds with the thinking of many NGOs.

Participation

Participation is an umbrella term including different means for the public to directly participate in political, economic, management or other social decisions. It is the redistribution of power that enables the marginalised citizens to be deliberately included in the development process. Ideally, each actor would have a say in decisions that directly or indirectly affect him or her. Those not affected by a decision would have no say and those exclusively affected by a decision would have full say. Likewise, those most affected would have the most say while those least affected would have the least say. Participatory decision making infers a level of proportionate decision making power and can take place along any realm of human social activity, including economic, political, cultural or familial (Crook and Manor, 1994).

Getting the participation of the poor involves a lot more than finding the right technique. It requires strengthening the organizational and financial capacities of the poor so that they can act for themselves. In searching for ways to build local capacity, it is useful to think in terms of a continuum along which the poor are progressively empowered. As the capacity of poor people is strengthened and their voices begin to be heard, they become "clients" who are capable of demanding and paying for goods and services from government and private sector agencies. Under these changed circumstances, the mechanisms to satisfy their needs will change as well. In this context, it becomes necessary to move away from welfare-oriented approaches and focus rather on such things as building

sustainable, market-based financial systems; decentralizing authority and resources; and strengthening local institution (Miller et.al, 2005).

The way in which participation is operationalised in different development interventions reveals that participation is conceptualised and understood differently. The manner in which participation can be enlisted also varies. Various attempts have been made to develop a typology of participation (Amstein, 1969; Pretty, 1994). Types of participation as conceived by Pretty (1995) are outlined below.

Passive participation

People participate by being told what is going to happen or has already happened. It is a unilateral announcement by an administration or project management without listening to people's responses. The information being shared belongs only to external professionals.

Participation in information giving

People participate by answering questions posted by extractive researchers using questionnaire surveys or similar approaches. People do not have the opportunity to influence proceedings as the findings of the research are neither shared nor checked for accuracy.

Participation by consultation

People participate by being consulted, and external people listen to views. The external professionals define both problems and solutions, and may modify these in the light of people's responses. Such a consultative process does not concede any share in decision-making, and professionals are under no obligation to take on board people's views.

Participation for material incentives

People participate by providing resources, for example labour, in return for food, cash, or other material incentives. Much of the on-farm research falls in this category, as farmers provide the fields but are not involved in the experimentation or the process of learning. It is very common to see this called participation, yet people have no stake in prolonging the activities when the incentives end.

Functional participation

People participate by forming groups to meet predetermined objectives related to the project, which can involve the development or promotion of externally initiated social organisations. Such involvement does not tend to occur at the early stages of the project cycle or planning, but rather after major decisions have been made. These institutions tend to be dependent on external initiators and facilitators, but many become self-dependent.

Interactive participation

People participate in joint analysis, development of action plans, and formation or strengthening of local institutions. Participation is seen as a right, not just the means to achieve project goals.

Self-mobilisation

People participate by taking initiatives independent of external institution to change systems. They develop contacts with external institution for resources and the technical advice they need, but retain control over how resources are used. Such self-initiated mobilisation and collective action may or may not challenge existing inequitable distributions of wealth and power.

As depicted in Figure 1, participation may be viewed along a spectrum with passive participation at one end and self-mobilisation at the other end. Passive participation, as the term suggests, is where people are told what to do. On the other end is self-mobilisation where the local people themselves are in total command. As one moves from passive participation to self-mobilisation, the control of the local people and outsiders over the processes varies. It is also possible to have manipulative participation where participation is simply pretence, and people have no role as in the case of nominated members of some official boards, who have little say in decision-making processes. While participation by manipulation and passive participation can disempower community, both interactive participation and participation by self-mobilisation can be highly empowering.

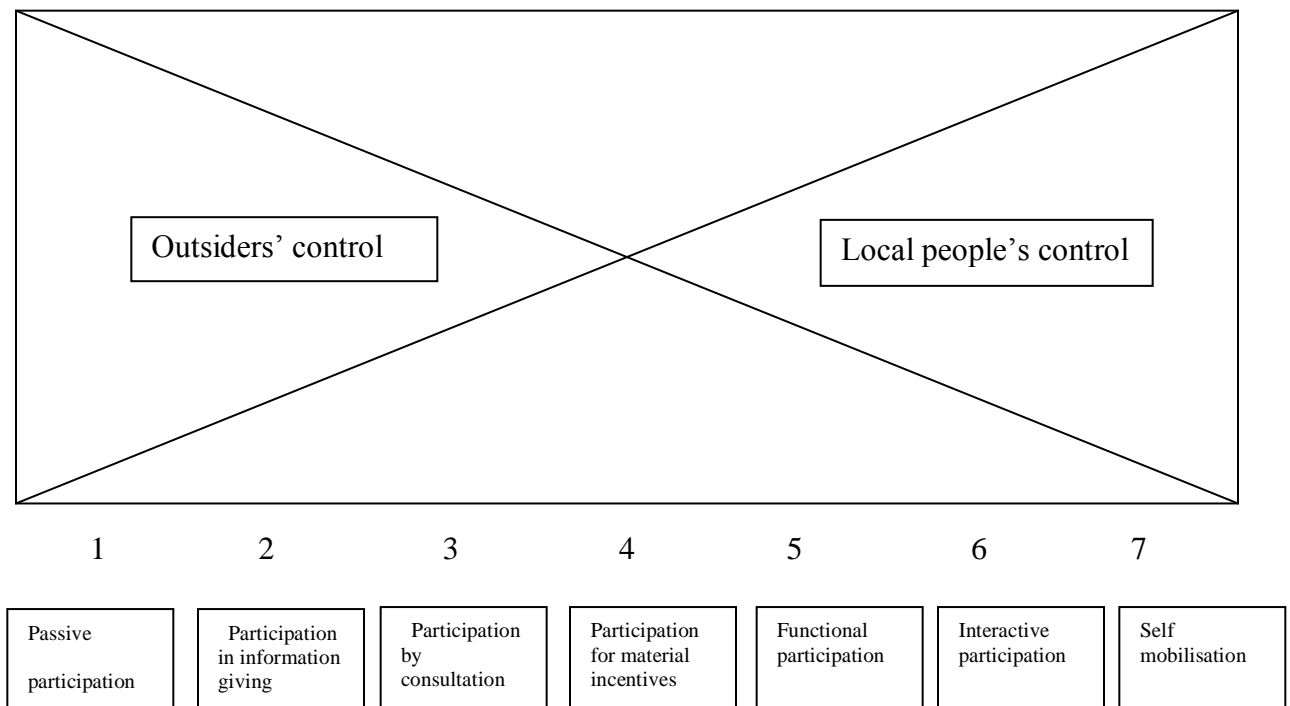


Figure 1: Spectrum of participation

Source: Pretty (1995).

Participation is therefore being increasingly viewed as the process of empowering the local people. The focus is on transfer of power and change in the power structure. Thus, interactive participation and participation through self-mobilisation are critical for participation to become a process of empowering the people so that they gain more control over their own resources and lives.

Too often, the voices of disadvantaged people used to be muted by those of rich and powerful groups. But CSOs have empowered them to have voice. They focus their programmes on those who are excluded from present provisions or are victims of it. CSOs have used participatory methods to enable people find

space to and time to do their own analysis, define their own actions and construct their own change process and develop their own capacity for effective communication. They have also used public forums and other approaches such as theatre, song, dance to place education governance on the agenda for local debate, give people space to comment and a sense that they have the right to participate ActionAid Ghana (2003).

CSOs also facilitate processes like participatory planning and budgeting, school performance appraisal meetings, open forum and other methods to deepen accountability at all level (Kumi, 2003). This process provides approaches to measure and communicate impact. It creates the kind of on-going feedback loops that nourish steady organizational learning and encourage collaborations and partnerships that extend impact. CSO programmes among other things, have enabled people to make inputs into certain decisions of the schools in their communities and the District Assembly. It is worthy to note that if governments and the international community cannot hear their voices - or do not heed them - they are unlikely to have access to basic services or be able to exercise their rights.

There are certain limitations to participation in development. Oakley (1991) has identified that participation may lead to a delayed start and slow progress in the initial stages of the developmental processes, thereby delaying the achievement of physical as well as financial targets. An increased requirement of material as well as human resources to support participation may become necessary because in a participatory process, we have to move along the path

decided by the local people or communities. This may be more costly method of executing development interventions.

Since participation is a process, once it is initiated the process has to be allowed to take its own course and hence may not move along as expected lines. Since participation is an empowering process where the people or communities are empowered to take decisions, donors, government and other players have to relinquish power and control. Relinquishing power and control is not easy. Furthermore, when people's participation in the sense of interactive participation or participation by self-mobilization is pursued, a lot of expectations are generated. Increased expectations due to the involvement of the local people, however, may not always be realized.

Oakley (1991) argued that there are three major obstacles to participation: structural obstacle, administrative obstacles, and social obstacles. Structural obstacles comprise those factors which form part of the centralized political system and not oriented towards people's participation. The administrative structures are control-oriented and are operated by a set of guidelines and blue print approach, providing little significant space for local people to make their own decisions and control their resources. Finally, the social obstacles are the mentality of dependence, culture of silence, domination of the local elite, or gender inequality, militating against people's participation.

Basic education in Ghana

This section deals with history of education in Ghana, education reforms and management.

History of education in Ghana

Formal education was introduced in Ghana in the 16th century, followed by the Christian missionaries (Ghana Information Service Department, 1974). The education system, ideas and practices were similar to traditional British education to promote colonial interest (Avotri, 1993). The colonial administration especially, promoted the training of clerical and administrative staff by either setting up new schools or strengthening existing ones. Whether missionaries or the colonial administration set up schools, local communities played a key role in providing infrastructural facilities for the schools (McWilliam, 1967).

Local communities and chiefs supported and showed interest in the establishment of schools. But the huge financial outlay, involved in putting up school buildings, hiring and paying teachers soon became a huge challenge for some poorer communities. With time, it became obvious that the growth and development of formal education could only be achieved when the state took full responsibility for education. The colonial governments did not only accept this responsibility but also provided support to missionaries and other voluntary groups interested in formal education (Archer, 1984).

In Ghana, the government took control of all basic schools including some of the missionary schools soon after independence in 1957 to accelerate and standardise education in Ghana. This was particularly to promote the concept of

free primary education under the first Republic. By this action, other stakeholders of education were marginalised or relegated to the background and the government through the Ministry of Education took over school management and/or governance. Decision-making, curriculum development, teacher recruitment, school discipline and funding became the preserve of the Ministry of Education and Ghana Education Service. The implication was that community ownership, responsibility and sustainability and the general participation of communities in the delivery of basic education were lost. School governance then shifted to public officials.

Education reforms and management

Basic education under government control, funding and governance brought about a number constraint following the economic slump that gripped the country from the second half of the 1970s (UNESCO, 1993). The hardships in the country forced some of the best qualified teachers and school administrators to leave the country for better prospects in other lands. This exodus badly affected school governance generally and ultimately learning, especially in the basic schools.

The level of funding for education was drastically reduced in the late 1970s through to the 1980s; the supply of textbooks as well as teaching and learning materials virtually grounded to a halt and enrolment level declined. Classroom blocks and structures were in a deplorable state and confidence of the

general public begun to wane. It seemed public schools were near collapse (GES, 2002).

During this time, local communities and other stakeholders did not have any role in decision-making and therefore did not make any contribution in terms of resources even though schools were lacking essential supplies and resources at the time. It became apparent that the state control of the education system had not yielded the needed dividends. There were several attempts to redress the gaps in the school system which eventually resulted into the 1987 education reform programme.

The Education Reform Programme introduced in 1987/88 and the free Compulsory Universal Basic Education (fCUBE) 1995 programme in Ghana, have contributed immensely to the structure of Basic Education that we have today and the achievements so far made. Basic Education consists of six years Primary Education followed by three years Junior Secondary. This is structured to reduce the length of pre-tertiary education from seventeen to twelve years; increase access to education at all levels particularly at Basic and Secondary pre-vocational training and general skill training and enhances sector management and budgeting procedures.

These education reforms have achieved significant success including the fact that it opened the door for the first time in many years for local communities to be involved in decision-making relative to school affairs (GES, 1994). Parents through PTAs, chiefs and assemblypersons once again became relevant in promoting the educational reform. The provision of infrastructure for JSS was one

way in which the reform managers gave legitimacy to local communities. This single act opened up dialogue between school authorities including national and district level managers and local beneficiaries through PTAs and chiefs. Decision-making at the school from that time onwards was not the sole preserve of public official.

The FCUBE programme in particular provided opportunities for the local communities within the district to participate effectively in the conception, planning and implementation of development programmes and projects in the education sector. The whole idea was influenced by the universal assumption that the relationship between access to quality education is related to democratic governance of the education system and to decentralisation of government services in general (UNESCO, 2004).

Under the FCUBE programme, the Ministry of Education and the Ghana Education Service are committed to building a strong participation of grassroot institutions and behaviours by strengthening school management committees (SMCs) and PTAs. The goal is to develop community ownership, pride and sense of responsibility for schools by devising mechanisms for consultation at the community level and provide feedback aimed at improving schooling (UNESCO, 1994).

Participatory development in the school systems has created opportunities for collaborative intervention in the decentralisation and management of schools. One of the comprehensive steps taken to promote local school governance in Ghana is the Ghana Education Service Act (GES, 2003). Under the Act, a policy

was developed by the Ghana Education Service to include local stakeholders in the governance of schools. This led to the formation of District Education Oversight Committees (DEOCs) at the district level and SMCs at the local community. DEOCs and SMCs gave expression to the new strategy of broadening participation school governance which will now ensure the achievement of broader objectives of FCUBE.

CSOs, participation and education

Civil society organisations have an important role to play in education delivery (Mwatumu, 2002). Although CSOs play very important role, their interventions are on a small scale, covering small geographical areas and lower administration level. They have comparative advantage for serving vulnerable sections of poor and remote communities. At best, their educational activities are complementary to and integrated with government education programmes. Many CSOs are now adopting a more strategic approach to programme work emphasizing their involvement with grassroots groups and ability to understand, document and present community level interests to education planners and decision makers at all levels.

Patrikakou and Weissberg (1999) observed that parent involvement in the educational process has enjoyed increased support and interest recently, in part due to the Goals 2000: Educate America Act, which states: "By the year 2000, every school will promote partnerships that will increase parental involvement

and participation promoting the social, emotional, and academic growth of children".

Local schools and districts are required to involve parents in improving student achievement, carrying out collaborative improvement projects and developing school policies. Many states are also mandating some form of parental involvement in schools. This increased interest in parental involvement recognizes the vital role that parents play in their children's educational attitude and outcomes. Parents have a major influence on children's success in school and academic performance. Parent involvement has been shown to increase students' academic achievement, improve their behaviour and motivation, reduce absenteeism and dropping out, and foster a positive attitude toward homework (Baimba et al, 1989).

Hara and Burke (1998) studied the implementation of a parent-involvement program at the third-grade level of an inner-city school. The program resulted in a significant improvement in reading achievement and vocabulary for students whose parents became more involved in their schooling. Children reap benefits when fathers as well as mothers are highly involved in their children's school (Nord, 1999). There may also be "certain aspects of children's school performance and certain stages in the children's academic careers where fathers' involvement is particularly important". Research has found that children are more likely to get as in school and are less likely to be suspended or expelled when their fathers are highly involved in their schools. Nord (1999) suggests that

schools can increase parent involvement by doing more to build relationships with fathers as well as mothers.

School personnel have their own misconceptions. Teachers may feel their "turf" is being invaded and fear that parents are trying to undermine their authority. Schools may communicate to parents either subtly or more overtly that "the teacher knows best," thereby discouraging parents from raising questions or concerns about the education their children are receiving. In addition, some teachers prejudge certain parents as unwilling or unable to help their children academically. Teachers also cite lack of training and time as barriers to involving parents. However, parental involvement may not be positive in every case. School personnel should assess whether parents are able to provide a home environment that is conducive to learning (for example, free from abuse or neglect) before encouraging them to become actively involved in the school environment (Cooper and Mosley, 1999).

Parental involvement can sometimes turn into interference. Schools need to build both "bridges and buffers" for parent involvement. Bridges need to be built so that parents can help their children succeed in school, but buffers need to be in place to allow teachers and administrators to do their job and exercise their professional expertise. In other words, there needs to be mutual trust between parents and the school so that both parties can work with, not against, each other. As the benefits of parent involvement become more evident, educators are increasingly committed to overcoming barriers and areas of misunderstanding that can arise among both parents and school personnel. On a practical level, there are

steps schools can take to facilitate parental involvement (Black, 1998). Partnerships must be a priority for both teachers and parents and must be carefully planned. Teachers also should communicate with parents not just when students misbehave, but when they are doing well. Communication should be regular (conferences, newsletters, phone calls) as well as personal. Some teachers are taking communication one step further by visiting student's homes and not because of student discipline problems or low grades (Patrikakou and Weissberg, 1999).

School governance emphasizes participation for efficiency reasons, rather than for democratic purposes. With the increasing decentralisation of fiscal, political, and administrative responsibilities to lower-levels of government, local institutions, and communities, the notion of participation has taken on greater currency, emerging as a fundamental tenet in the promotion of the local governance of schools. Greater local participation serves the two main thrusts of the neo-liberal agenda, which appears to be driving most calls for greater decentralization, namely the promotion of "good governance" and the shrinking of the state and the expansion of private sector activity (Maclure and Walker, 2001). Many scholars have argued that masked by the language of "empowerment," the goals for greater local participation in school governance are managerialist effectiveness and financial efficiency (Gardner and David, 1996).

However, a more in-depth interrogation of specific stakeholders' participation reveals that many stakeholders, particularly teachers and pupils do not necessarily value participation in itself or for advancing democratic decision-

making in school. In their practices, such participation is often little more than information sharing or limited consultation, promoted by head teachers, circuit supervisors and school management committee for how it can help the school or make their work easier.

CSOs have implemented capacity building programmes for PTAs/SMCs, District Directorate of GES, District Assembly and community members to promote effective engagements and give all the structures voice to express and analyse their problems and priorities (Mark and Makundan, 2003). This has enabled both the community members and other structures generate important and surprising insights in the management of school resources – textbooks and capitation grant. CSOs are more innovative, adaptable, cost effective and aware of the local situation. Their grassroots representation brings legitimacy and community level effectiveness (Hulme and Edward, 1997).

CHAPTER THREE

RESEARCH METHODOLOGY

Introduction

This chapter presents the methodology adopted for the study. It covers the study area, study design, study population, sampling procedure, data collection and data analysis.

Study area

The Talensi-Nabdam District in the Upper East Region of Ghana was created in 2004. It has a population of 114,408 made up of 51% females and 49% males. The district was selected for the study because of the concentration of CSO programmes in the area.

Though created in 2004 by Legislative Instrument 1739, a number of CSOs programmes were concentrated in the district due to its relative remoteness to Bolgatanga, the Upper East Regional Capital. The district is bordered by Bolgatanga Municipality to the north and west, Bawku West District to the east, and Mamprusi East and West districts of the Northern Region to the south. The district has Tongo as the district capital.

Although the district is mainly flat, it has gentle slopes ranging from 1% to 5% slopes with inselberg outcrops and some uplands with more than 10% slope. The

climate of the area is described as Sudanese which is characterised by pronounced wet and dry seasons. The district has a single rainy season where the monthly totals increase gradually from April until a maximum is reached in August or September. The rains are erratic both spatially and in duration. Relative variability of rainfall for the period is around 17 percent during the wet season.

The vegetation is classified as Guinea Savannah. It consists of short deciduous trees often widely spaced and a ground flora composed of different species of grasses varying in height. Owing to long settlement, human activities and growth in population, many parts of the area consist of degraded tree savannah.

About 85 percent of the district's working population engage in subsistence agriculture. Out of this, 48 percent are females. Agricultural activities is practised through a combination of mixed farming, crop rotation and mixed cropping with low average yields.

About 19 percent of the district's population is literate in either English only (11 percent); both English and Ghanaian language is 7.0 percent. This is much lower than the regional illiteracy rate of 7.8 percent which is much lower than the national average of about 50 percent (Ghana Statistical Service, 2000). The overall levels of educational attainment are much lower in the district, compared with the country as whole. The proportion of the population aged three years and over that has no schooling or attended only pre-school is 79 percent compared to 48 percent in the country as a whole. When educational attainment is restricted to the population aged 6 years and over, the proportion in the district which has never attended school is 75 percent (GES, 2002).

The area has a fairly and widely distributed educational institutions. The institutions include 28 pre-schools, 39 primary schools, 28 Junior High Schools and 2 Senior High Schools. Table 1 shows the breakdown of basic schools, enrolment level and staffing.

Table: 1 Basic Schools in Talensi-Nabdam District

Level	Number of schools	Number Enrolled	Number of Teachers
Pre- School	28	5,264	83
Primary School	39	12,890	256
Junior High School	28	3,480	189
Total	95	21,634	445

Source: Field data, 2005

Study design

The design for this study was a field survey using the descriptive analytical method to identify and describe the role of CSOs in promoting participation in basic education delivery. The descriptive analytical method enabled the researcher to gather data without any manipulation of the research context. The method limited control or manipulation of the research context and dealt with naturally occurring phenomena. It enhanced more analytical discussions and helped to focus the study. The flexible nature of field survey in creating phases in deciding how the questions will be administered helped to

describe the characteristics of the respondents. No other method of observation could have provided this general capability. The main instrument for data collection was structured interview schedule.

Study population

The study population was 55,084 as at September 2005 as shown in Table 2. This comprises of staff of the Talensi-Nabdam District Assembly, District Directorate of Ghana Education Service (GES), teachers, staff of CSOs operating the area, members of Parents Teachers Association (PTA), School Management Committees (SMCs), pupils and community members.

Sampling procedures

The study was conducted on nine (9) staff of civil society organisations, the Planning Officer of the Talensi-Nabdam District Assembly who doubles up as the CSOs Desk Officer, staff of the District Directorate of (Ghana Education Service (GES) and 12 communities where teachers, PTA/SMC members, community members and pupils were drawn. Table 2 indicates targeted population and number of respondents.

Table 2: Category of respondents and participation

Category	Population	Number of respondents
Core staff of District Assembly	15	1
Staff of Civil Society Organisations	81	9
PTAs/SMCs Members	435	51
GES Staff including teaching staff	476	53
Community Members	32,443	110
Pupils	21,634	45
Total	55,084	269

Source: Field data, 2005

The list of the 12 communities is also shown in Table 3. In all, 269 people were interacted with through one on one interview.

Table 3: Sampled communities in the Talensi-Nabdam District

Name of Community	Area	Name of Community	Area
Kpatia	Talensi	Nangodi	Nabdam
Sheaga	Talensi	Sakote	Nabdam
Baare	Talensi	Pelungu	Nabdam
Duusi	Talensi	Damolgu Tindongo	Nabdam
Pusu Namongo	Talensi	Zanlerigu	Nabdam
Tenzuk	Talensi	Kongo	Nabdam

Source: Field data, 2005

The sampling procedure used in the study included purposive sampling where all the samples selected were based on those who had benefited from CSO programmes. This provided the unique opportunity to capture the subjects with the characteristics deemed important for the study.

The purposive sampling was followed up with the simple random sampling in the selection of basic schools, PTA/SMCs, communities and pupils who had benefited from CSO interventions to ensure that all subjects of the study have an equal chance of being selected. This was done by writing the names of communities in both the Talensi and Nabdam areas in small pieces of papers and kept in two separate boxes marked ‘Talensi’ and ‘Nabdam’. Six papers were removed from each of the boxes and the communities selected became the sample communities. The basic schools, PTAs/SMCs, pupils and community members of these communities were then used as the sample for the study. The PTAs/SMCs members, community members and pupils were randomly selected by asking teachers to select pupils and PTAs/SMCs chairpersons and community chairperson to select their members as respondents.

Instrumentation

The instruments used for collecting the data were structured interview schedules. There were four sets of interview schedules to elicit responses from the District Assembly, selected CSOs and GES staff, and selected PTA/SMC and community members and pupils. The interview schedules for the staff of

Assembly, GES, PTA/SMC members, community members and pupils were made up of 18 items while that of the CSOs was made up of 19 items.

Firstly, it focused on personal characteristics of respondents such as sex, age and educational background. Furthermore, it was designed to elicit information about CSO programmes that promote participation in basic education delivery. The major issues that were raised included respondents' ability to identify CSOs operating in the Talensi-Nabdam District, their nature and functions in promoting participation, actors involved in CSO programmes and the level of participation of actors identified.

The interview schedules also had question relating to the effectiveness of the participation.

Pre-testing

To ensure that the study instruments used were suitable and comprehensive enough, they were pre-tested among twenty respondents in Tongu, the district capital, Nangodi and Baare in September 2005, prior to the fieldwork in October 2005. In Tongu, the instruments were tested on the Planning Officer of the District Assembly, two staff of CSOs and three staff of Ghana Education Service. The remaining 14 were used in Baare and Nangodi where 3 PTA/SMC members, 3 teachers, 6 community members and 2 pupils were interviewed. The results of the pre-test led to the re-organisation and redesigning of some of the questions to ensure the right kind of responses.

Data collection

Data were drawn from both primary and secondary sources. The primary sources included the outcome of structured interviews with relevant agencies, teachers, community members, PTA/SMCs members and pupils. Secondary sources involved the review of existing relevant literature on CSOs, education and participation. The structured interview schedules contained both open ended and close ended questions. They allowed probing questions being asked and offered the opportunity to find out why people responded the way they did.

The collection of primary data was conducted in October 2005 for two weeks. During the study, visits were made to all the 12 communities and the district capital where GES, District Assembly and some CSOs are based. Some CSOs were also contacted in Bolgatanga where their offices were located. Sample of the 4 different interview schedules which were designed, have been attached as appendixes 1 to 4. The last two days of the two weeks were used to verify data collected. That is, some of the respondents were visited in their homes to cross-check their responses. The same period was used to express appreciation to the respondents for effectively participating in the exercise. In all, ten (10) Research Assistants were engaged for two weeks period to support in the collection of data. They were provided with two-day orientation in addition to a one-day pre-test of instruments in the field.

Data analysis

The data collected were edited and examined for consistency of responses. All the interview schedules were given serial numbers to facilitate easy identification and scoring.

The raw scores were entered into the computer and analysed using the computer software Statistical Product for Service Solutions (SPSS Window Version 10.0). Analysis of the field data was done using descriptive statistics such as frequencies and cross tabulation. Inferential statistics, specifically the chi square was used to show association between the variables for the study.

CHAPTER FOUR

RESULTS AND DISCUSSION

Introduction

This chapter discusses the characteristics of respondents in terms of sex, age and level of education and the examination of CSO programmes that promote participation in basic education delivery. It focuses on the perspectives of the various respondents on the role CSOs play in promoting participation in basic education delivery, level of participation, and effectiveness of the various actors or stakeholders.

Characteristics of respondents

In development programmes, because people participating are not always homogeneous, it is important to understand their socio-economic composition in order to assess the nature and quality of their involvement at all levels (Rifken et al, 1996). The characteristics of respondents that were considered for the study were sex, age, and education.

Sex of respondents

Figure 2 shows that 55 percent of the respondents were male while 45 percent were female. This is an improvement over previous studies where women

play insignificant role. This buttresses Diamonds (1991) view that CSOs open communication channels through the organisation of dialogue meetings among the various elements of society concerning everyday problems, chiefly with the poor and excluded. CSOs promoting gender equity in their programmes to promote and encourage the representation of female and their voices in education governance and development issues that affect the society.

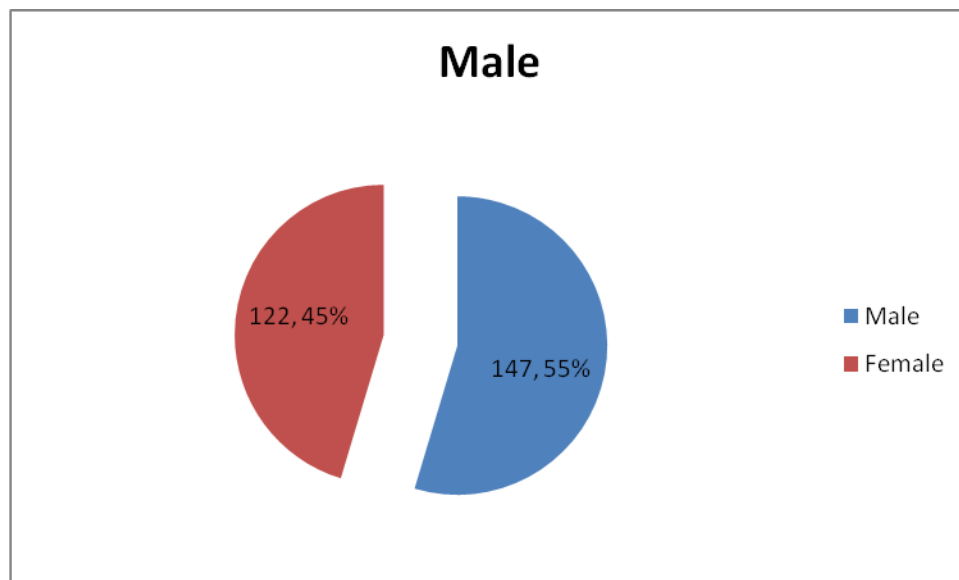


Figure 2: Sex of Respondents

Source: Field data, 2005

Age of respondents

Civil society organisations are committed to a process of decreasing social exclusion through integrating and increasing the participation of all citizens within the mainstream society. The age of the respondents is therefore critical in understanding the importance and value attached to citizen participation in

education. About 14.6 percent of the respondents were within the ages of 8 to 15 years as presented in Table 4. About 7 percent fall within 16 to 25 years. 35 percent and 38 percent fall within the ages of 26 to 30 and 31 to 55 years respectively. This implies that about 73 percent of the respondents fall within the most active population.

Table 4: Group age of respondents

Age group (years)	Frequency	Percent
8-15	39	14.6
16-25	18	6.7
26-30	95	35.3
31-55	101	37.5
55+	16	5.9
Total	269	100.0

Source: Field data, 2005

Educational background of respondents

Nelson and Wright (1995) note that, a beneficiary's level of education, to some extent, determines the type of task he or she can undertake in any development programme. This affects the type of participation. In development projects, beneficiaries participate in community or group activities if their educational level is beyond the basic. This might not wholly be true given that the majority of those who participate in CSO programmes to promote participation

are people with no formal education and retired educationists whose level is not beyond the post-secondary level (ActionAid, 2003). However, in many development programmes, beneficiaries with a higher level of education attend community meetings regularly, are vocal in deliberations and influence community decisions making process.

The educational qualification of the respondents is illustrated in Table 5. About 24 percent of the respondents had no formal education while 36 percent had basic education. It was noted that about 75 percent of those who had tertiary education were workers of CSOs, GES and District Assembly.

Table 5: Level of education of respondents

Level	Frequency	Percent
No formal education	65	24
Basic Education	96	36
Senior Secondary School	14	5
Post Secondary School	43	16
Diploma	28	10
Bachelor Degree	16	6
Masters Degree	7	3
Total	269	100

Source: Field data, 2005

CSOs operating in education in Talensi Nabdam District

In order to know the number of CSOs who operate in the district as well as those who implement education programmes, the respondents were asked to indicate the CSOs they know operate in the district. About 52 percent of the respondents knew all the activities of the CSOs in the district. 30 percent knew of some CSOs, especially those operating in their communities. The remaining 18 percent expressed their ignorance of CSOs in the district. Table 6 shows ten CSOs and their programmes in the district.

Some of the programmes of CSOs include running of REFLECT (Regenerated Freirean Literacy through Empowering Community Techniques) circles (Non Formal education), promoting access through school construction and durbars and complimentary education, strengthening school governance and promoting quality education. They also advocate on girls education and the education of the excluded and education resource tracking.

Table 6: CSOs operating in the study area

Name of CSO	Programmes implemented	Area of Operation	Programme in Education
Bonatadu	Reflect (Non Formal education), promoting access through school construction and durbars, strengthening school governance and promoting quality education.	Talensi and Nabdam	Reflect (Non Formal education), promoting access through school, construction and durbars, strengthening school, governance and promoting quality education.
EQUALL	Complementary education.	Talensi and Nabdam	Complementary education.
ActionAid	Education, Women’s rights, Food rights, HIV/AIDS, Human Security and Emergency	Talensi and Nabdam	Promoting access to quality education, strengthening school governance, Advocacy on girls education and the education of the excluded and education resource tracking

Table 6: Continued

Name of CSO	Programmes implemented	Area of Operation	Programme in Education
CRS	Supplementary feeding, supporting girl child enrolment drive, promoting school governance	Talensi and Nabdam	Supplementary feeding, supporting girl child enrolment drive, promoting school governance
Community Link	Education	Talensi and Nabdam	Establishing linkages between local schools and schools abroad.
Talensi Rock Union	Education and Social Development	Talensi	It undertakes mobilisation of the community for self help projects. It also promotes community planning.
ADRA	Food security and women empowerment	Talensi and Nabdam	Provides capacity building training and services to its target group.

Table 6: Continued

Name of CSO	Programmes implemented	Area of Operation	Programme in Education
Widows and Orphans Ministry	Widows empowerment and advocacy	Talensi and Nabdam	Bringing to the public domain issues that affect widows and campaign for their change
Namalteng Integrated Development Programme	Education, food security, water and sanitation, health and credit. and community mobilisation	Talensi	It runs programmes on mobilising the community into social action. The organisation also encourages the community to bear a percentage contribution of cost of development projects.
Single Mothers Association	Women economic and social empowerment	Talensi and Nabdam	Advocate for women empowerment
Nabdam Students Union	Education	Nabdam	Mobilise members to hold fora to discuss educational issues and organising remedial classes to improve education performance.

Source: Field Data 2005

CSO programmes and participation in basic education delivery

This section looks at the nature and functions of CSOs programmes in promoting participation as a key principle of governance. It also looked at actors in basic education.

Nature of CSOs in Talensi-Nabdam

On the nature of CSOs in the Talensi-Nabdam District, respondents enumerated the various types of CSOs operating in the district. About 20 percent of the respondents categorised the CSOs operating in the district into international NGOs, local NGOs, pressure groups and community based organisations. About 30 percent of these respondents had either first degree or masters degree while 20 percent had no formal education.

About 40 percent of the respondents could not categorise the CSOs working in the area. They only know them to be organisations supporting the development of education in the area. They did not even consider community based organisations and some of the groups in their communities as CSOs. They were of the view that CSOs are organisations like NGOs who get support from abroad for the development of poor communities like theirs. About 40 percent of these respondents had no formal education while 18 percent had post secondary certificates. About 72 percent of these respondents were female and about 7 percent fell within the age of 8 to 15.

Functions of CSOs in promoting participation

In probing to find out functions of CSOs in promoting participation in basic education delivery, the respondents enumerated numerous programmes implemented by CSOs geared at enhancing their participation. Mention was made of the facilitation and strengthening of coalition of PTAs, provision of logistics such as Teaching Learning Materials, and organisation of school performance meetings, community durbars and fora, workshops, exposure visits, stakeholders meetings and donor conferences, open days and drama. About 40 percent of respondents mentioned community durbars, drama, school performance appraisal meetings and open days as one of the strategies CSOs use to enhance their participation in education delivery. About 50 percent of these respondents were female. The respondents revealed that these programmes have enabled them to appreciate education as a fundamental right and mobilise demand for it.

About 20 percent of the respondents mentioned workshops, stakeholders meetings and school performance appraisal meetings as the means CSOs use to promote participation. Only 5 percent of the respondents in this category had no formal education. On a whole, 70 percent of the respondents revealed that CSOs have raised the awareness of marginalized communities enabling them to access information as well as strengthening their capacities to communicate, ensuring that they demand, act and advocate with their own voices and for themselves. About 40 percent of the female respondents indicated that they now see services provided by government as their right and not favours from the government.

Activities of CSOs have increased their analytical abilities and self-confidence to challenge unequal power relations.

Actors in basic education delivery

Almost 40 percent (38%) of the respondents mentioned GES as one of the actors in education while 6 percent mentioned pupils as actors in basic education delivery as shown on Table 7. Though nobody mention traditional authorities as an actor, the respondents indicated that they were automatic members of PTA and SMC.

Table: 7 Actors in basic education delivery

Actors	Frequency	Percent
GES	104	38
Community Members	67	25
Dist,	40	15
Teachers	25	9
PTA/SMC	18	7
Pupil	15	6
Total	269	100

Source: Field data, 2005

It is worthy to note that 6 percent of the 38 percent of the respondents who mentioned GES are within the ages of 8 to 15 years. Except those whose parents were SMC/PTA executives, most of the children were not aware of GES and did

not see the role they played in education governance. They mentioned the circuit supervisors who had been coming to their schools to interact with the teachers fortnightly. Out of the 6 percent of respondents who revealed that pupils were actors in education delivery, only 4 percent and 5 percent of the respondents fell within the age groups of 8 to 15 and 16 to 25 respectively. These responses indicate the pupils themselves were not aware of the role they played in education governance and delivery. This supports Gardner and Lewis' (1996) view that pupils do not necessarily value participation in itself or for advancing democratic decision-making in school. Such participation is often little more than information sharing or limited consultation.

About 60 percent of the respondents in the age group of 8 to 15 were of the view teachers were involved. They indicated that most of the time, teachers would go for seminars and workshops organised for them by CSOs. This affected contact hours and disrupted school plans. In the quest of promoting participation in education governance, at least one teacher missed lessons every week in the name of attending workshop of which teachers should be included. These responses attest to the fact that CSOs attempted to involve all people in their programmes including poor people. CSOs implemented programmes to strengthen the ability of people to participate in their communities and influence decisions that affect their lives. The recognition of community as actors came clearly. About 25 percent of the respondents indicated that community members are actors in education.

It could be concluded that, GES, Teachers, District Assembly, PTA/SMC, pupils and community members are the key actors who participate in the delivery of basic education as reported by the respondents.

Level of participation of actors in education delivery

Active participation of beneficiaries in all programmes is a pre-requisite for the successful implementation of the programme (Narayan, 1995a). It is against this that the study assessed the level of actors' participation in basic education delivery.

Table 8 shows that about 77 percent of the respondents between the ages of 8 and 15 responded that their participation in education governance was high whilst 5 percent were of the view that their participation was low and best participated in informing their parents of the information they got from school that required their parents' attention. Chi square calculated at 95% confidence is 13.3 with a significance level of 0.34.

This figure indicates that there is no difference between age group and level of participation. This indicates that CSOs pay equal attention to all age groups to ensure effective and equitable representation in education delivery. Respondents attributed their commitment and zeal for participation to the activities of CSOs in the development of education in the area. This is supported by (Simmilan and Noble, 1998) who indicated that CSOs enhance democracy by expanding the number and range of voices addressing issues.

Table 8: Level of actors' participation by age group

Age group	Level of participation				Chi Square	Sig. Level
	Low	Moderate	High	Total		
8-15	2 (5)	7 (18)	30 (77)	39	13.3	0.34
16-25	3 (17)	4 (22)	11 (61)	18		
26-30	13 (14)	18 (19)	64 (67)	95		
31-55	9 (9)	25 (24)	67 (70)	101		
55+	3 (20)	2 (10)	11 (70)	16		
Total	30 (11)	56 (21)	183 (68)	269		

Note: Figure in parenthesis are column percentages

Source: Field data, 2005

Over 70 percent (72%) and 63 percent of male and female respondents responded that there is high level of participation by actors as shown on Table 9. On a whole, 68 percent of the respondents indicated that participation of actors in basic education delivery is high. About 11 percent of the respondents made up of 8 percent male and 16 percent female respondents indicated that there is low participation of actors.

On the relationship between level of education of respondent and level of participation, Table 10 shows that 64 percent of the respondents with no formal education indicated that the level of participation of actors is high. They

specifically mentioned teachers, PTA/SMC and community members as those who highly participate in education issues at the basic level.

Table 9: Level of actors' participation and sex of respondents

Characteristic	Low	Moderate	High	Total	Chi square	Sig Level
Male	11 (8)	30 (20)	106 (72)	147		
Female	19 (16)	26 (21)	77 (63)	122	6.42	0.93
Total	30 (11)	56 (21)	183 (68)	269		

Note: Figures in parenthesis are column percentages

Source: Field data, 2005.

About 36 percent of this category indicated that there is low or moderate participation of actors. This group of people saw participation in terms of providing labour and payment of school levies. Chi square calculated at 95 percent confidence is 25.94 with a significance level of 0.101 (Table 10). This figure indicates that there is no difference between level of education of respondents and level of participation.

The respondents recognised the role Assembly Persons play but do not see them as people representing the District Assembly but rather their community. Pupil, parents and community members however faced real challenges in expressing their voices in governance through the SMC/PTA.

Table 10: Level of actors' participation and level of education of respondents

Level	Low	Moderate	High	Total	Chi square	Sig Level
None	1 (7)	4 (29)	9 (64)	14 (100)		
Basic	3 (5)	11 (19)	43 (75)	57 (100)		
SSS	3 (8)	6 (16)	28 (76)	37 (100)		
Post Sec	2 (10)	3 (14)	16 (76)	21 (100)	25.94	0.101
Diploma	1 (13)	0 (0)	7 (88)	8 (100)		
Bachelor	10 (8)	21 (17)	96 (76)	127 (100)		
Masters Degree	10 (12)	11 (13)	65 (76)	86 (100)		
Total	30 (11)	56 (21)	183 (68)	269(100)		

Note: Figures in parenthesis are row percentages

Source: Field data, 2005

These challenges were emphasized in such comments as, "the SMC doesn't involve all the parents," "the SMC is easily manipulated," and "the headteachers and Circuit Supervisors dictate the terms in the SMC." In such an environment, it is hardly surprising that few school or community stakeholders envisaged participation in school governance in terms of democratic objectives and greater community involvement in decision-making.

CSO programmes and effectiveness of actors' participation

This section looks at the effectiveness of actors' participation. It analyses responses based on the effectiveness of the participation of PTAs/SMCs, District Directorate of GES, District Assembly, community members and pupils in basic education delivery.

Effectiveness of actors in basic education delivery

Table 11 shows the respondents view on the effectiveness of actors' participation in basic education delivery. Seven percent of the respondents responded that GES participation was very effective while 20 percent responded that teachers' participation was very effective. Around 23 percent responded that PTA/SMCs were very effective. A third (30%) and 36 percent of the respondents indicated that the participation GES was not effective and fairly effective. This accounts for over 50 percent of the respondents and hence calls for measures to be put in place to strengthen their effectiveness.

Table 11: Effectiveness of actors in basic education delivery

Actors	Not effective	Fairly effective	Effective	Very effective	Total
PTA/SMC	31 (12)	75 (28)	101 (38)	62 (23)	269 (100)
GES	80 (30)	97 (36)	73 (27)	19 (7)	269 (100)
Teachers	32 (12)	87 (32)	96 (36)	54 (20)	269 (100)
Community members	42 (16)	91 (34)	95 (35)	41 (15)	269 (100)
District Ass	69 (26)	96 (36)	71 (26)	33 (12)	269 (100)

Note: Figures in parenthesis are row percentages

Source: Field data, 2005

Similarly, 26 percent and 36 percent of the respondents responded that the participation District Assembly is not effective and fairly effective. This is again a source of worry since the District Assembly is the major stakeholder responsible for the delivery of education at the district level. For a better appreciation of issues around effectiveness of actors' participation in the study, participation based on the characteristics of respondents is analysed and discussed in the proceeding sections.

Effectiveness of PTA/SMC in basic education delivery

Almost 60 percent (58%) of the respondents who responded that PTAs/SMCs participation was not effective are males while 41 percent are females. According to this group of respondents, PTAs/SMCs were only reactive to issues. Interestingly, 57 percent of the respondents who indicated that participation of PTAs/SMCs was very effective were female. Half (50%) of this category of respondents had basic or no formal education. On a whole, 18 percent and 28 percent of male and female respondents' indicate that PTA/SMC participation were very effective. The female respondents were of the view that PTA/SMCs were effective because of their level of involvement in the activities of the schools and communities. They played active role in mobilising and organising their fellow women to provide support to schools in their communities. They also actively participated in the activities of the PTA/SMCs.

Analysis of effectiveness of PTA/SMC participation and level of education as shown on Table 12 indicates that 34 percent of those who responded

that PTA/SMC participation was very effective had Masters Degree while none respondent with no formal education responded that the participation of SMC/PTA were very effective. Close to 40 percent (39%) of the respondents with Bachelor degree responded that the participation of SMC/PTA was not effective while no respondent with SSS responded that the participation of SMC/PTA was not effective.

Table 12 indicates a significance level of 0.00 and a chi square of 45,09 at 95 percent confidence interval. This means that there were differences between the level of education and effectiveness of PTA/SMCs. Respondents with some level of education appreciates what the PTA/SMC do in terms of education governance. The effectiveness of the PTAs/SMCs participation was attributed to the programmes and activities of CSOs in the area. In the past, parents did not know they had a role to play as is manifested in some of the responses.

Over 10 percent (13%) of the respondents who responded that PTA/SMC participation were not effective fell within the age group of 8 to 15 while respondents in the age group of 55+ did not indicate that PTAs/SMCs were not effective. This group was made up of the elderly some of whom are retired educationist who played active role in education development of the district. Over 70 percent (73%) of the respondents who indicated that PTAs/SMCs were effective were within the age groups of 26 to 30 and 31 to 55 respectively. This is the active population and play critical roles in their respective communities. Most of these people were those who attended capacity building trainings and participated in education forums.

Table 12: Effectiveness of PTA/SMC participation and respondents level of education of respondents.

Level of education	Not effective	Fairly effective	Effective	very effective	Pearson chi square	Significance level
No formal education	6 (19)	2 (3)	6 (6)	0 (0)		
Basic Education	6 (19)	11 (15)	13 (13)	13 (21)		
SSS	0 (0)	6 (8)	14 (14)	8 (13)		
Post Secondary	1 (4)	3 (4)	4 (4)	8 (13)	*45.09	0.000
Diploma	0 (0)	2 (3)	3 (3)	2 (3)		
Bachelor Degree	12 (39)	37 (49)	37 (37)	10 (16)		
Masters Degree	6 (19)	14 (18)	24 (23)	21 (34)		
Total	31 (100)	75 (100)	101 (100)	62 (100)		

*Note: Significant at 5 percent

Source: Field data, 2005

Table 13 presents responses on the effectiveness of PTA/SMC participation and sex of respondents. Over half (56%) and 44 percent of male respondents responded that PTA/SMC were effective and very effective as against 44 and 56 percent of female respondents. Of those who responded that PTAs/SMCs participation were not effective, 58 percent were male. This percentage confirms the assertion of the females on the effectiveness of the PTA/SMCs participation. It was revealed that women and girls played active role in the governance of basic education. The Gender Clubs formed in schools by

CSOs have enabled girls to take leadership positions and were involved in matters relating to peace building and conflict resolution. Women who were members of PTA/SMC played active role in organising and mobilising communities for action. They also control the finances of the PTAs since people are more comfortable having women as treasurers. This supports Clarke’s (1998) assertion that CSOs campaign for the right to participate in local and national governance.

Table 13: Effectiveness of PTA/SMC participation and Sex of Respondents

Sex	Not effective	Fairly effective	Effective	Very effective	Total
Male	18 (58)	45 (60)	57 (56)	27 (44)	147 (55)
Female	13 (42)	30 (40)	44 (44)	35 (56)	122 (45)
Total	31 (100)	75 (100)	101 (100)	62 (100)	269 (100)

Note: Figures in parenthesis are column percentages

Source: Field data, 2005

Effectiveness of GES

Fowler (1991) indicated that CSOs strengthen government agencies and their participation in improving the effectiveness and efficiency in the delivery of services. They act as strategic partners for reform-oriented agencies, filling the gaps in service provision and helping government and their agencies to forge ties with grassroots. Tongai (2004) observed that in most cases, NGOs compliment government efforts and stand ready to give critical solidarity to governments in many countries.

Half (50%) of the respondents with no formal education indicated that GES participation was effective. They do not see GES to be very effective due to the challenges the institution faces in terms of human resources and logistics. GES is not being able to effectively supervise teachers and also follow up on what CSOs do in terms of making the local structures effective. Nearly 80 percent (78%) of the respondents with masters degrees indicate that GES participation were not or fairly effective. Despite the investment CSOs, government and the donor community are making in the education sector, the GES Directorate and its structures are not responsive to the needs and aspirations of the people. More than 50 percent of the respondents who suggested that GES was not effective and or fairly effective are male.

Interestingly, none of the respondents with Bachelors degree and diploma saw GES to be very effectiveness. To this category, all the Directorate does is to sit and wait for payment vouchers and projects from CSOs mostly as part time job. Respondents within this category were mostly the teachers and staff of GES like the circuit supervisors.

About 5.5 percent and 1.5 percent of the respondents who indicated that the participation of GES was not very effective were males and females respectively. The chi square value for the association between sex and the level of effectiveness is 4.88 at 95 percent confidence interval with a significance level of 0.180. Since the significance level is greater than 0.05, it can be concluded that there is no difference between gender and the responses on the effectiveness of PTA/SMC.

None of the respondents above 55 years said that the participation of GES was effective or very effective. No respondent within the age group of 8 to 15 also indicated that GES was very effective. However, 36 percent of the respondents within this age group indicated that GES was not effective. These responses are shown in Table 14.

Table 14: Effectiveness of District Directorate of Education in basic education delivery and age of respondents

Age Group	Not effective	Fairly effective	Effective	Very effective	Chi square	Significance Level
8-15	14 (35.9)	13(33.3)	12(30.8)	0 (.0)		
16-25	8(44.4)	5(27.8)	5(27.8)	0 (.0)		
26-30	27 (28.4)	33 (34.7)	26 (27.4)	9 (9.5)	*43.0	0.00
31-55	27 (26.7)	34 (33.7)	30 (29.7)	10 (9.9)		
55+	4 (25.0)	12 (75.0)	0 (.0)	0 (.0)		
Total	80 (29.7)	97 (36.1)	73 (27.1)	19 (7.1)		

*Note: Figures in parenthesis are row percentages.

Significant at 5 percent

Source: Field Data 2005.

Some expressed ignorance of GES and saw the head teacher as the overall head of education in their schools. It must however, be noted that pupils refer to GES as ‘office’ and it’s not surprising that some of the children expressed

ignorance of the institution. The significance level as shown on Table 14 is less than 0.05 and we can conclude that there is no association between age and responses on the effectiveness of GES participation.

Effectiveness of teachers in basic education delivery

Teacher effectiveness is key in education delivery and the enhancement of effective governance. Table 15 indicates that about 56 percent of the respondents indicate that teachers were effective and very effective in honouring their responsibilities. This is made up of 63 percent and 48 percent of male and female respondents.

Table 15: Effectiveness of teachers’ participation in basic education delivery

Responses	Frequency	Percent
Not effective	32	12
Fairly effective	87	32
Effective	96	36
very effective	54	20
Total	269	100

Source: Field data, 2005

Over 10 percent (12%) of the respondents made up of 11 percent male and 13 female respondents indicated that teachers participation were not effective. No respondent with either Bachelors or Masters Degrees responded that teachers

were not effective. However, 50 percent of the respondents with Post Secondary Certificate responded that teachers were not or fairly effective.

More than a third (33%) of the respondents who indicated that teachers' participation are not effective fell within the age of 8 to 15 while 30 percent and 18 percent of this category of respondents responded that teachers' participation is effective and very effective.

Effectiveness of community members' participation

At Table 16, 16 percent of the respondents indicated that community members' participation were not effective in playing their role towards education governance. Out of this, 15 have attained basic level of education but are out of school. They fell within the age group of 31 to 55. According to this respondents, the training programmes provided to community members did not commensurate the role they played in education delivery in their respective communities. They revealed that the community members participated in training programmes of the CSOs for their personal interest and not for the interest of the community and education. They identified poor feedback by community members as a key factor restraining their contribution in school governance.

Sixteen percent of female respondents indicated that community members' participation were not effective. To them, the ways CSO programmes are implemented do not provide opportunity for all community members to effectively participate in education delivery. In most cases, only some selected individuals were identified for most of the CSO programmes. This is a major

challenge in the CSO community especially those who are involved in community level engagement. The representatives selected by the communities did not give effective feedback to communities they represent. Due to the literacy level of the communities in which CSOs operate, in most cases, there are one or two people who could read and write. This group of people were those who attended all the seminars and workshops.

All the respondents with Masters Degree were of the view that community member's participation were effective. The respondents revealed that CSOs have empowered the communities to the extent that they the literates at times challenge themselves with some of the issues these people raise during community meetings.

Table 16: Effectiveness of community members' participation in basic education delivery

Responses	Frequency	Percent
Not effective	42	16
Fairly effective	91	34
Effective	95	35
Very effective	41	15
Total	269	100

Source: Field data, 2005

Effectiveness of District Assembly in basic education delivery

Almost 75 percent (74%) of the respondents indicated that the District Assembly was fairly effective, effective or very effective in its role in enhancing governance in education as presented in Table 17. They indicated that they know what CSOs were doing to enhance the capacity of the Assembly to take lead role in education delivery. The Assembly is supporting Rural Education Volunteers (REV), a programme initiated by CSOs, who are pursuing the Untrained Teachers Diploma in Basic Education (UTTDBE) programme. This programme provides the unique opportunity to have teachers in classrooms whilst pursuing their tertiary education programmes.

Table 17: Effectiveness of the District Assembly participation in basic education delivery

Responses	Frequency	Percent
Not effective	69	26
Fairly effective	96	36
Effective	71	26
Very effective	33	12
Total	269	100

Source: Field data, 2005

Nearly 40 percent (38%) of the respondents who revealed that the District Assembly is effective in enhancing governance in education cited instances where the Assembly supported Ghana Education Service to organise School

Performance Appraisal Meetings to account to parents and community members on the performance of their wards and schools.

However, 26 percent who were of the view that the District Assembly was not effective made reference to the inability of District Education Oversight Committee which is chaired by the District Chief Executive to meet regularly. They revealed that there were a number of schools with ineffective SMCs which are supposed to inform processes and decisions in the District Education Oversight Committee.

Fourteen (14) of female respondents were of the view that District Assembly was effective while 7 percent of female respondents responded that the District Assembly was very effective as shown on Table 18. Respondents with higher level of education saw the Assembly to be effective in their role of promoting education delivery. The Assembly held sensitisation programmes to address issues that affect education delivery. The Assembly had also supported communities to develop school performance plans to monitor education outcomes and access resources like the capitation grant. Donor conferences were also held with the support of CSOs to showcase best practices in education and solicit for support in the education sector. However, 30 percent of the respondents with no formal education or basic education responded that the participation of District Assembly was not effective. According to them, they had generated a number of issues from their community development analysis processes of which the Assembly have not been able to address.

Table 18: Effectiveness of District Assembly by respondents' characteristics

Characteristic	Not effective	Fairly effective	Effective	very effective	Chi square	Significance level
No formal education	1	8	2	3		
Basic Education	6	13	14	10		
Senior Secondary School	1	12	11	4	*54.014	0.000
Post Secondary	0	8	6	2		
Diploma	0	2	2	3		
Bachelor Degree	41	26	20	9		
Masters Degree	20	27	16	2		
Total	69	96	71	33		
Male	39	61	33	14	7.063	0.070
Female	30	35	38	19		
Total	69	96	71	33		
Age group:						
8-15	17	7	15	0		
16-25	1	10	5	2		
26-30	26	27	27	15	*43.009	0.000
31-55	16	49	20	16		
55+	9	3	4	0		
Total	69	96	71	33		

*Note: Significant at 5 percent

Source: Field data, 2005

The Assembly is politicised to an extent that they do not turn to the needs of those who do not belong to their party. Respondents between the age group of 8-15 and 55+ did not see the participation of District Assembly to be very effective especially in responding to the education needs of the people.

The significance level on the relationship between the effectiveness of participation of District assembly and the characteristics of respondents as shown in Table 18 is as follows:

- District Assembly and level of education 0.00
- District Assembly and sex 0.07
- District Assembly and age 0.00

It can be concluded from these results that there is relationship between the effective participation of District Assembly and respondent's level of education and age. There is however no relationship between the effective participation of District Assembly and sex. The responses provided were not in any way influenced by the age of the respondents but rather how they see circumstances from their individual orientation.

CHAPTER FIVE

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

Summary

The study set out to examine the role of civil society organisations in promoting participation in basic education delivery in the Talensi–Nabdam District. Specifically, it attempted to describe the nature of CSOs and their functions in promoting participation in basic education delivery; identified key actors and their level of participation and assessed the effectiveness of the participation of key actors in basic education delivery.

The study was conducted on nine civil society organisations, the Talensi-Nabdam District Assembly, the District Directorate of Ghana Education Service and twelve communities where teachers, PTA/SMC members, community members and pupils were drawn. In all, 269 respondents were interviewed. Purposive and simple random sample techniques were applied to select the target population. Data were drawn from both primary and secondary sources. Data analysis was facilitated by the use of Statistical Product for Service Solutions.

The main findings of the study are:

- Over 70 percent (73%) of the respondents fall within the most active population. The inclusion of school pupils attests to the fact that children participate in basic school delivery;
- Around 24 percent of the respondents had no formal education while 36 percent had basic education. Three-fourth (75%) of those who had tertiary education were workers of CSOs, GES and District Assembly;
- The majority of the respondents knew the CSOs in the district and their areas of interventions. The CSOs included ActionAid, CRS, Community Link and ADRA. Their areas of interventions included promoting access through school construction and durbars, strengthening school governance and promoting quality education, supplementary feeding and supporting girls enrolment drives;
- Most (77 percent) of the respondents between the ages of 8 and 15 reported that their participation in education governance were high whilst 33 percent were of the view that they did not participate at all or at best participated in informing their parents messages they received from school that required their parents' attention;
- More than 70 percent (72%) and 63 percent of male and female respondents said that there was high level of participation by actors. On a whole, 68 percent of the respondents indicated that participation of actors in basic education delivery was high;

- Most of the time, teachers go for seminars and workshops organised for them by CSOs. This affects contact hours and tend to disrupt school teaching schedule plans;
- Women and girls played active role in the governance of basic education. The Gender clubs formed in schools by CSOs had enabled girls to take leadership positions and were involved in matters relating to peace building and conflict resolution;
- The respondents enumerated numerous programmes implemented by CSOs geared at enhancing their effectiveness. Mention was made of the facilitation and strengthening of coalition of PTAs, which created space for teachers to be effectively involved in education governance;
- Sixteen percent of the respondents indicated that community members' participation was not effective. Community members who participated in these programmes did not provide feedback to the entire community; and
- Almost a third (30%) and 36 percent of the respondents indicated that the participation GES was not effective and fairly effective while, 26 percent and 36 percent of respondents respectively suggested that the participation District Assembly was not effective and fairly effective.

Conclusions

From the key findings, it could be concluded that CSOs have implemented numerous programmes geared at enhancing the participation of all actors in basic education delivery. They have implemented programmes to strengthen the ability

of people to participate and influence decisions that affect their lives. The work of the CSOs has enabled the very poor in the communities to make inputs into certain decisions of the schools in their communities and the District Assembly.

The CSOs operating in the Talensi-Nabdam District included ActionAid, CRS, Community Link and ADRA. Their areas of interventions included promoting access through school construction and durbars, strengthening school governance and promoting quality education, supplementary feeding and supporting girls enrolment drives.

A basic weakness of the activities of CSOs was the timing for their activities. Most of the time, teachers went for seminars and workshops and these seriously affected contact hours and disrupted school plans. Community members who participated in these programmes did not feedback to the entire community.

Recommendations

Based on the findings and conclusions of the study, the following recommendations are submitted:

- Seminars and forums should be held in communities with local language used as medium of communication to address issues of feedback;
- CSOs, GES and communities should ensure that meetings and workshops that will require the participation of teachers be held during weekends, holidays or after instructional hours;

- Community members should be encouraged to increase their level of participation in decision-making and planning, implementation and monitoring of education policies, management of schools in their localities;
- PTA/SMC should be strengthened to ensure dynamic and beneficial relationships among the Assembly, GES and the local people who have the potential to contribute to an effective school governing system and the improvement of the quality of education; and
- Further studies should be conducted on the relationship between effective participation and quality education performance.

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APPENDIXES

APPENDIX 1

INTERVIEW SCHEDULE FOR TALENSI NABDAM DISTRICT

ASSEMBLY

Please tick \surd in the appropriate box where applicable and fill in the blank spaces responses, which are appropriate.

Name of Institution:.....

Date of interview:.....05. Time of interview.....

A. Respondents personal data

1. Gender: Male Female

2. Age: a) 8-15 b) 16-25 c) 26-30 d) 31-55 d) 55+

3. Educational Background: a) None b) Basic Education c) Senior Secondary School d) Post Secondary School e) Diploma f) Bachelor Degree g) Masters Degree

4. Status of Respondent in the Assembly:.....

B. CSOs operating in the study area

5.a. Which CSOs operate in the District?

i).....ii).....

5.b Which of the above mentioned in (5.a) operate in education in the District?

i).....ii).....

5.c What type of CSOs are they? a) INGO b) LNGO c) CBO d)

Pressure groups e) Others: specify.

(Tick as many as applicable)

6. Which communities do they operate in and how long?

Communities	How long has the organisation been operating in the area.

7. Which specific programmes do they implement in education?

i)..... ii).....

C. CSOs programmes and participation in basic education delivery

8. Who are involved in the programmes the CSOs carry out? a. GES b.

Teachers c. District Assembly d. PTA e. SMC f. Community

members' g. Others (Specify).....

9. (i) Which of the actors are active in their programmes? a. GES b. Teachers

c. District Assembly d. PTA e. SMC f. Community members'

g. Others (Specify).....

9. (ii) Why are they active?.....

9. (iii) Which of the actors are not active in their programmes? a. GES b.

Teachers c. District Assembly d. PTA e. SMC f. Community

members' g. Others (Specify).....

9. (iv) Why are they active?.....

10. (i) How can the CSOs sustain the active people in the programme?

.....

10. (ii) How can they make the inactive people effectively participate?

.....

11. What is the level of participation of the following actors?

Actors	Low	Moderate	High	Reasons
GES				
Teachers				
District Assembly				
PTA/. SMC .				
Community members'				
Others (specify)				

D. CSOs programmes and effective participation in basic education delivery

12. How do the CSOs ensure that the actors you mentioned in Q8 function in basic education delivery?

Actors	What CSOs do to ensure that the actors function.
GES	
Teachers	
District Assembly	
PTA/. SMC.	
Community members'	
Others (specify)	

13. How effective are the actors?

Actors	Not Effective	Fairly effective	Effective	Very effective
GES				
Teachers				
District Assembly				
PTA/. SMC.				
Community members'				
Others (specify)				

14. Why are the active ones active?

Actors	Why the active ones are active

15. How can CSOs sustain the active ones?.....

16. Why are the inactive ones not active?.....

17. How can CSOs make the inactive ones active?.....

E. Observations and recommendations

18. What recommendations and suggestions would you make for the enhancement and strengthening of governance in education?.....

.....

APPENDIX 2

**INTERVIEW SCHEDULE FOR DISTRICT DIRECTORATE OF GHANA
EDUCATION SERVICE AND TEACHERS**

Please tick \checkmark in the appropriate box where applicable and fill in the blank spaces responses, which are appropriate.

Name of Institution/School.....:.....

Date of interview:.....05. Time of interview:.....

A. Respondents personal data

1. Gender: Male Female

2. Age: a) 8-15 b) 16-25 c) 26-30 d) 31-55 d) 55+

3. Educational Background: a) None b) Basic Education c) Senior Secondary School d) Post Secondary School e) Diploma f) Bachelor Degree g) Masters Degree

4. Status of Respondent in GES:.....

B. CSOs operating in the study area

5.a Which CSOs operate in education in the District?

i).....ii).....

5.b What type of CSOs are they? a) INGO b) LNGO c) CBO d) Pressure groups e) Others: specify.

(Tick as many as applicable)

6. Which communities do they operate in and how long?

Community	How long has the organisation been operating in the area.

7. Which specific programmes do they implement in education?

i)..... ii).....

C. CSOs programmes and participation in basic education delivery

8. Who are involved in the programmes the CSOs carry out? a. GES b. Teachers c. District Assembly d. PTA e. SMC f. Community members' g. Others (Specify).....

9. (i) Which of the actors are active in their programmes? a. GES b. Teachers c. District Assembly d. PTA e. SMC f. Community members' g. Others (Specify).....

9. (ii) Why are they active?.....

9. (iii) Which of the actors are not active in their programmes? a. GES b. Teachers c. District Assembly d. PTA e. SMC f. Community members' g. Others (Specify).....

9. (iv) Why are they active?.....

.....

10. (i) How can the CSOs sustain the active people in the programme?

.....

10. (ii) How can they make the inactive people effectively participate?

.....

11. What is the level of participation of the following actors?

Actors	Low	Moderate	High	Reasons
GES				
Teachers				
District Assembly				
PTA/. SMC.				
Community members'				
Others (specify)				

D. CSOs programmes and effective participation in basic education delivery

12. How do the CSOs ensure that the actors you mentioned in Q8 function in basic education delivery?

Actors	What CSOs do to ensure that the actors function.
GES	
Teachers	
District Assembly	
PTA/. SMC.	
Community members'	

13. How effective are the actors?

Actors	Not Effective	Fairly effective	Effective	Very effective
GES				
Teachers				
District Assembly				
PTA/. SMC				
Community members'				
Others (specify)				

14. Why are the active ones active?

Actors	Why the active ones are active

15. How can CSOs sustain the active ones?.....

16. Why are the inactive ones not active?.....

17. How can CSOs make the inactive ones active?

E. Observations and recommendations

18. What recommendations and suggestions would you make for the enhancement and strengthening of governance in education?

.....

APPENDIX 3

INTERVIEW SCHEDULE FOR CIVIL SOCIETY ORGANISATIONS

Please tick \surd in the appropriate box where applicable and fill in the blank spaces responses, which are appropriate.

Name of Organisation:.....

Date of interview:.....05. Time of interview:.....

A. Respondents personal data

1. Gender: Male Female

2. Age: a) 8-15 b) 16-25 c) 26-30 d) 31-55 d) 55+

3. Educational Background: a) None b) Basic Education c) Senior Secondary School d) Post Secondary School e) Diploma f) Bachelor Degree g) Masters Degree

4. Status of Respondent in the organisation:.....

B. CSOs operating in the study area

5.a Which of CSOs operate in education in the District?

i).....ii).....

5.b What type of CSOs are they? a) INGO b) LNGO c) CBO d) Pressure groups e) Others: specify.

(Tick as many as applicable)

6. Which communities do they operate in and how long?

Communities	How long has the organisation been operating in the area.

7. Which specific programmes do they implement in education?

i)..... ii).....

C. CSOs programmes and participation in basic education delivery

8. Who are involved in the programmes the CSOs carry out? a. GES b. Teachers c. District Assembly d. PTA e. SMC f. Community members' g. Others (Specify).....

9. (i) Which of the actors are active in their programmes? a. GES b. Teachers c. District Assembly d. PTA e. SMC f. Community members' g. Others (Specify).....

9. (ii) Why are they active?.....
.....

9. (iii) Which of the actors are not active in their programmes? a. GES b. Teachers c. District Assembly d. PTA e. SMC f. Community members' g. Others (Specify).....

9. (iv) Why are they active?.....
.....

10. (i) How can the CSOs sustain the active people in the programme?
.....

10. (ii) How can they make the inactive people effectively participate?

.....

11. What is the level of participation of the following actors?

Actors	Low	Moderate	High	Reasons
GES				
Teachers				
District Assembly				
PTA/. SMC.				
Community members'				
Others (specify)				

D. CSOs programmes and effective participation in basic education delivery

12. How do the CSOs ensure that the actors you mentioned in Q8 function in basic education delivery?

Actors	What CSOs do to ensure that the actors function?
GES	
Teachers	
District Assembly	
PTA/. SMC.	
Community members'	
Others (specify)	

13. How effective are the actors?

Actors	Not Effective	Fairly effective	Effective	Very effective
GES				
Teachers				
District Assembly				
PTA/. SMC.				
Community members'				
Others (specify)				

14. Why are the active ones active?

Actors	Why the active ones are active

15. How can CSOs sustain the active ones?.....

16. Why are the inactive ones not active?.....

17. How can CSOs make the inactive ones active?

E. Observations and recommendations

19. What recommendations and suggestions would you make for the enhancement and strengthening of governance in education?.....

.....

APPENDIX 4

**INTERVIEW SCHEDULE FOR PTA/SMCs, COMMUNITY MEMBERS
AND PUPILS**

Please tick \checkmark in the appropriate box where applicable and fill in the blank spaces responses, which are appropriate.

Name of Community:

Date of interview:.....05. Time of interview:.....

A. Respondents personal data

- 1. Gender: Male Female
- 2. Age: a) 8-15 b) 16-25 c) 26-30 d) 31-55 d) 55+
- 3. Educational Background: a) None b) Basic Education c) Senior Secondary School d) Post Secondary School e) Diploma f) Bachelor Degree g) Masters Degree
- 4. Status of Respondent: a) PTA Member , b) SMC Member c) , Community Member d) Pupil

B. CSOs operating in the study area

5.a Which CSOs operate in education in the District or Which CSOs support your school? i).....ii).....

5.b What type of CSOs are they? a) INGO b) LNGO c) CBO d) Pressure groups e) Others: specify.

(Tick as many as applicable)

6. Which communities do they operate in and how long?

Communities	How long has the organisation been operating in the area.

7. Which specific programmes do they implement in education?

i).....ii).....

C. CSOs programmes and participation in basic education delivery

8. Who are involved in the programmes the CSOs carry out? a. GES b. Teachers c. District Assembly d. PTA e. SMC f. Community members' g. Others (Specify).....

9. (i) Which of the actors are active in their programmes? a. GES b. Teachers c. District Assembly d. PTA e. SMC f. Community members' g. Others (Specify).....

9. (ii) Why are they active?.....

9. (iii) Which of the actors are not active in their programmes? a. GES b. Teachers c. District Assembly d. PTA e. SMC f. Community members' g. Others (Specify).....

9. (iv) Why are they active?.....

10. (i) How can the CSOs sustain the active people in the programme?

.....

10. (ii) How can they make the inactive people effectively participate?

.....

11. What is the level of participation of the following actors?

Actors	Low	Moderate	High	Reasons
GES				
Teachers				
District Assembly				
PTA/. SMC.				
Community members'				
Others (specify)				

D. CSOs programmes and effective participation in basic education delivery

12. How do the CSOs ensure that the actors you mentioned in Q8 function in basic education delivery?

Actors	What CSOs do to ensure that the actors function.
GES	
Teachers	
District Assembly	
PTA/. SMC.	
Community members'	
Others (specify)	

13. How effective are the actors?

Actors	Not Effective	Fairly effective	Effective	Very effective
GES				
Teachers				
District Assembly				
PTA/. SMC.				
Community members'				
Others (specify)				

14. Why are the active ones active?.....

15. How can CSOs sustain the active ones?.....

16. Why are the inactive ones not active?.....

17. How can CSOs make the inactive ones active?.....

E. Observations and recommendations

18. What recommendations and suggestions would you make for the enhancement and strengthening of governance in education?

.....
