

UNIVERSITY OF CAPE COAST

CHALLENGES OF NORTH-SOUTH COLLABORATION IN EDUCATIONAL  
DEVELOPMENT: A CASE STUDY IN GHANA

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EDUCATIONAL DEVELOPMENT: A CASE STUDY IN GHANA

BY

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the requirements for award of Master of Philosophy Degree in Educational  
Administration

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## DECLARATION

### Candidate's Declaration

*I hereby declare that this thesis is the result of my own original research and no part of it has been presented for another degree in this University or elsewhere.*

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

Name: Monique Armstrong-Baidoo

### Supervisors' Declaration

*We hereby declare that the preparation of the thesis were supervised and presented in accordance with guidelines on supervision of thesis laid down by the University of Cape Coast.*

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## **ABSTRACT**

This study examined challenges involved in North-South Collaboration in educational development in Ghana. It sought to identify the nature and sustainability of North-South collaboration in Ghana.

A qualitative research design was used for the study. Specifically, the Interpretive Phenomenological Analysis (IPA) was used. This approach was preferred because it is flexible and allowed the researcher to discover new issues related to the research topic during investigations. The study was guided by the modernization and dependency development theories.

The target population included Development Partners (North) and the Government of Ghana (South). Under the Government of Ghana, the Ministry of Education and the Fund Management and Procurement Unit (FMPU) were used. For Development Partners, the focus was on DFID, USAID and AfDB. Purposive and convenience sampling were the techniques used in the selection of participants. The data collection method used included in-depth interviews, focus group discussion and observation.

Issues that emerged from the interviews were categorized into themes and matched against the research questions. This led to a critical consideration of facts received. Triangulation included follow up interviews for clarity.

The research findings suggested positive impact of North-South collaborations on Ghana's educational system and revealed the Government's commitment to facilitate the operations of donor partners such as ensuring that project coordinators are made responsible and accountable for the failure and success of donor funded educational projects. Ghana still faces the challenge of getting its procurement laws respected by some Donor Partners.

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## **DEDICATION**

To my beloved father, Nana Kweigya III, traditional chief of Bantuma, Elmina, for inspiring and encouraging me to pursue this course.

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## **ABBREVIATIONS AND ACRONYMS**

AAA	Accra Agenda for Action
ADF	African Development Fund
ADP	Accelerated Development Plan
AfDB	African Development Bank
BECE	Basic Education Certificate Examination
CAP	Country Assistance Programme
CBT	Competency Based Training
CE	Complementary Education
CIDA	Canada International Development Agency
COTVET	Council for Technical and Vocational Education and Training
CRDD	Curriculum Research and Development Division
CSP	Country Strategy Paper
DACF	District Assemblies Common Fund
DAE	Donor to Africa Education
DANIDA	Danish International Development Agency
DFID	Department for International Development
DG	Director General
DPs	Development Partners
EFA	Education for All
EMIS	Education Management Information System
ESP	Education Strategic Plan
ESSP	Education Sector Support Programme
FCUBE	Free Compulsory Universal Basic Education
FPMU	Fund and Procurement Management Unit

GDP	Gross Domestic Product
GES	Ghana Education Service
GETFUND	Ghana Education Trust Fund
GJAS	Ghana Joint Assistance Strategy
GoG	Government of Ghana
GPRS	Ghana's Poverty Reduction Strategy
GSS	Ghana Statistical Service
HIV-AIDS	Human Immune-Deficiency Virus / Acquired Immune Deficiency Syndrome
ICT	Information and Communications Technology
ICTESTs	ICT in Education Support Teams
IEPA	Educational Planning and Administration
IMF	International Monetary Fund
IPA	Interpretive Phenomenological Analysis
IDRC	International Development Research Centre
JHS	Junior High School
JICA	Japan International Corporation Agency
JSS	Junior Secondary School
MDAs	Millennium Development Agendas
MDBS	Multi Donor Budget Support
MDG	Millennium Development Goals
MLGRD	Ministry of Local Government and Rural Development
MOE	Ministry of Education
MoFEP	Ministry of Finance and Economic Planning

NDC	National Democratic Congress
NER	Net Enrolment Ratio
NERP	New Educational Reform Programme
NGOs	Non-Governmental Organisations
NIS	National Identification Scheme
NSCE	New Structure and Content of Education
NUFFIC	Netherland University Fund for International Cooperation
PBME	Planning, Budgeting, Monitoring and Evaluation
PMU	Projects Management Unit
PNDC	Provisional National Defence Council
PTR	Pupil-Teacher Ratio
RCR	Responsible Conduct of Research
RFP	Request for Proposals
SHS	Senior High School
SPAM	School Performance Appraisal Meeting
SSEP	Senior Secondary Educational Projects
SWAp	Sector Wide Approach
TALIF	Teaching and Learning Innovation Fund
TAs	Technical Assistants
TCO	Total Cost of Ownership
TED	Teacher Education Division
TVET	Technical Vocational Education and Training
UA	Units of Account
UTMB	University of Texas Medical Branch

UNDP	United Nation Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNICEF	United Nations Children Funds
USAID	United States Agency for International Development
VAT	Value Added Tax
WB	World Bank
WSD	Whole School Development

## **CHAPTER ONE**

### **INTRODUCTION**

#### **Background to the Study**

Poverty reduction in Africa is a challenge to most developed countries and donor agencies. In grappling with this challenge, priority has been given to the provision and delivery of quality education. The provision of quality education has also become a priority for donor agencies because it has been identified as one of the most effective means by which the Millennium Development Goals can be achieved. In fact, education has been certified as a prerequisite for improving the quality of living, overcoming poverty, achieving gender equity, reducing infant mortality, containing population growth, ensuring sustainable development and, ultimately, achieving peace and democracy (Antwi, 1991).

Indeed, education has, since the era of missionary activities in the then Gold Coast (now Ghana) and during the era of colonialism, been a policy priority in matters of socio-economic development planning. Formal education in Ghana dates back to the mercantile era preceding colonisation. European merchants and missionaries set up the first schools and Christian missionaries are said to have introduced western-style education into Ghana (Antwi, 1991; Graham, 1971). Many of these institutions, established by Presbyterian and Methodist missionaries were located in the south of the country in what became the British Gold Coast Colony.



History indicates that the aim of the early schools was to facilitate the training of the local inhabitants as interpreters for purposes of trade and as a conversion of Ghanaians to the Christian religion. Early attempts to improve the quality of primary education in Ghana (then known as the Gold Coast), by Sir Gordon Guggisberg in his role as Governor, took place in the period between 1919-1927 (Kadingdi, 2004). He emphasised a need for better teaching and improved management of schools but the shortage of teachers and inadequate funding meant that his plans for improving primary education were hardly achieved. Most schools in the rural areas were still based in unsuitable buildings, were poorly equipped and staffed or, in some cases, centred under trees.

The development of education in Ghana has faced a number of challenges, especially resulting from frequent policy changes in education and economic hardships. For example, as a result of instability in governance following successive military takeovers coupled with the rise in oil prices in the early 1970s leading to economic decline in the country, the education sector suffered in terms of resources acquisition. Education was faced with political instability, *ad hoc* measures, and frequent changes in education policy. Teaching and learning in basic schools deteriorated to the extent that the majority of school leavers were illiterate, and confidence in Ghana's once enviable education system was shaken.

Policy changes in the education sector have been in the form of reviews and reforms. For example, in 1951 Dr Kwame Nkrumah embarked on a massive expansion of the education system to speed the pace of educational development in the (then) Gold Coast. This was in response to

popular demand for education and to the new African Government's intention to organise a planned campaign to abolish illiteracy. This initiative was followed by further developments with Ghana's Independence in 1957. Research findings indicate that, the next 35 years saw a wide range of developments and reform initiatives taking place in Ghana's education system. Within this period three significant stages of reforms can be discerned. The first stage relates to the Accelerated Development Plan (ADP) for Education in 1951 and the Educational Act of 1961, leading to the Plan in 1974. The intentions associated with the new military government of the Provisional National Defence Council (PNDC) in 1981 led to further changes.

The Accelerated Development Plan (ADP) gained legal backing through the introduction of the 1961 Education Act, which sought to provide free, universal and compulsory basic education for all children from six years. Primary education underwent a rapid and steady growth and enrolment doubled in a period of five years. Ghana was acclaimed as having the most developed education system in Africa (Foster, 1965; Scadding, 1989). Realizing the importance of trained teachers for the expanded system, the 1961 Education Act opened new teacher training colleges, expanded those already in existence and made provision for the training of unqualified teachers in the field through various emergency and short-term in-service training programmes. However, even though school enrolments increased following the 1961 Education Act, the quality of teaching and learning appears to have remained the same. The changes that were effected to cope with the increased pupil enrolments had been insufficient to create a balance

between the quantity and quality of the education provided. The most significant factor that affected the imbalance was an inability to provide schools with trained teachers. With the increase in the number of schools, more teachers were needed and so many 'pupil teachers' (i.e., untrained teachers) had to be employed to teach, resulting in poor teaching and learning in schools during this period.

A further reform was initiated in the 1970s through the Dzobo Committee (Dzobo, 1974). The Committee's work led, in 1974, to the government putting into operation the first major, post-Independence, reform in pre-university education. This reform is generally referred to as '*The New Structure and Content of Education*' (NSCE). It reduced the length of pre-tertiary education from 17 years to 12 years - (i.e. it went from a pattern of 6-4-5-2 to one of 6-3-3). The aim was to make it possible for school leavers to leave at any point of exit from the system with skills that would enable them to be employable. The reform was expected to raise standards at the various levels so that educational standards would not be compromised as a result of the decrease in the number of years spent in pre-tertiary education. The thrust of the content of the reform programme was to vocationalise pre-university education in Ghana and to make it more functional and oriented towards contextual demands and challenges. It also constituted a bold attempt to reduce educational expenditure. However, the strong sentiments, as expressed by Dzobo, were not themselves sufficient to ensure implementation of the 1974 Education Reform, nor did they change the attitude of the public and the educational establishment (Kadingdi, 2004). Despite its laudable intentions, the NSCE did not have any sustainable impact on the general education

system of the country. There were still unqualified teachers in the education system, inadequate resources to support teaching and learning in schools, and challenges for teachers within the context and content demands of the curriculum.

The economic retardation faced by the country during the military government under the name of the 'Provisional National Defence Council' (PNDC) in 1983, further worsened the situation (Kadingdi, 2004). Government resources were no longer available to construct, complete or even maintain existing education facilities and the down-turn in the economy resulted in the mass exodus of qualified teachers to other parts of the continent. This caused a significant fall in the ratio of trained to untrained teachers in the basic education sector. Abdallah (1986), then Secretary for Education, speaking on the state of the education system at the time, had this to say:

Over the past decade, there has been a sharp deterioration in the quality of education at all levels. There has been a virtual collapse of physical infrastructure in the provision of buildings, equipment, materials, teaching aids etc... To solve these problems, the PNDC has decided to embark upon a comprehensive programme of educational reforms (Abdallah, 1986, p. 1).

This situation led to the 1987 educational reforms, which reduced the structure of pre-university education from 17 years to 12 years. It focused on the total restructuring of the entire pre-tertiary education system and on improving access through the provision of infrastructure whilst making the curriculum more relevant to social and economic needs. According to a

Ministry of Education Report (MOE, 1988), the New Educational Reform Programme (NERP) sought '*...to salvage the educational system and make it more meaningful to the individual and the nation as a whole*'. (emphasis in the original).

It is therefore worthy of mention that, even though similar to the NSCE reform, in terms of structure and content, there was a marked improvement on the latter with a revised curriculum which reflected radical changes at the basic education level. The reform further gave birth to the Free Compulsory Universal Basic Education (FCUBE) agenda in 1996. It was characterised by Ghana's participation in, and endorsement of, international agreements such as Education for All, the Declaration on the Rights of the Child, the Beijing Declaration on Women's Rights and the Lome Convention. This meant that the Government had to remain committed to her constitutional obligations as a guide to policy and was influenced by the bilateral and multilateral negotiations it had taken part in. Also significant in this period was the strong ambition of the government to reform the education system by leaving no stone unturned in restructuring the nation's economic base to bring it into conformity with the financial credibility criteria required by the World Bank. With this condition met, Ghana had the opportunity of negotiating for credits and grants to finance major education reforms. Apart from the World Bank credits, several donor agencies came to the aid of Ghana in her reform implementation, a greater part of which was directed to basic education. In spite of the fact that Ghana had successive military governments from 1966, 1987 marked a new phase in government thinking (Kadingdi, 2004).

The launch of the World Bank supported programme for education infrastructure also led to the building of about 2000 pavilions to support the school system. The goals of the 1987 NERP as summed up in the Sector Adjustment Policy Document of the World Bank (World Bank, 1986) included the following:

- (i) to expand access to education;
- (ii) to improve the quality of education;
- (iii) to make education more relevant in meeting the needs and aspirations of the individuals and the socio-economic conditions of the country;
- (iv) to re-structure pre-university education to 12 years (6-3-3); and
- (v) to ensure cost-effectiveness and cost-recovery.

(Source: Ministry of Education Report (MOE, 1998))

Finally, the much-needed statistics for vital educational planning were unavailable, leading to decisions taken on an ad hoc basis. This was a period when Ghana enjoyed a lot of goodwill from developed wealthy countries and International Monetary Fund (IMF). The reason for this financial support was the 'success story' of Ghana's Economic Recovery Programme of 1983. The reform was therefore supported by a World Bank Sector Adjustment Credit as well as grants from the United Nation Development Programme (UNDP), Switzerland, the United Kingdom, Norway, Canada and concessional loans from the OPEC fund (World Bank, 1990).

The period also attracted bilateral donors within the education sector and thus witnessed the beginning of a USAID Primary Education Programme in the country. In 1994, seven years after the inception of the New Education

Reform Programme in 1987, the results of poor performance of school pupils at age 12 led to the setting up of yet another Education Review Committee to review the education system. At this time, only 6% of the pupils at grade six in public schools tested nation-wide, achieved a criterion score of 60% and above in English. Even worse less than 3% achieved a criterion score of 55% and above in Mathematics (MOE/PREP, 1997).

### **The Rise of Partnerships with Development Partners**

Based on the challenges that confronted the nation and the fact that Government alone could not grapple with the challenges, the need for the creation of partnerships to support research and higher education capacity in Ghana became necessary. It was a shared belief that the universities in the country must be at the heart of any sustainable effort to rebuild the educational system. If Ghana's universities are to play this role a major and sustained programme of renewal must occur which will require partnerships with other universities, businesses and governments of the developed world. Without such renewal, Ghana will become increasingly marginalized in the world economy and countries of the African continent in general will hardly meet the social and economic demands of their citizens.

Education is therefore a necessity in matters of development. Evidence of this need can be found in the Millennium Development Goals (MDG) which among other objectives has a programme for free universal primary education for all by the year 2015.

In the past, various funding agencies were operating in the education sector which had bilateral relationships with the Ministry of Education in Ghana. Each Agency had a project implementation unit in charge of its

projects. These units had separate and distinctive facilities and staff, some of which were under-utilized or had poor capacities.

In 1993 the units were merged into a single Projects Management Unit (PMU) with proper management procedures. A hierarchy of authority was established with a Director General in charge who reported directly to the Minister of Education. All funds from funding agencies are channelled through the PMU which has specialized divisions for procurement and disbursement.

The next step was to involve the funding agencies in the policy making process, collaborating with them in writing a strategy paper and producing a national plan for basic education. This coordination enabled the Ministry of Education to:

- (a) define its own priorities and strategies for national development
- (b) utilize agency contributions to the sector programme in an effective way and
- (c) put an end to low priority projects that reflected exclusively the directives and priority areas of the funding agencies.

In July 1994, a joint Ministry of Education and Funding Agency Forum was held in Accra. That began the process of developing Ghana's basic education reform - The Free Compulsory and Universal Basic Education (FCUBE) Programme. This was the keystone of a long term success story in the Ministry/Agency collaboration.

The creation of Oversight and Top Management Groups and Units for the implementation of operations as well as the decentralization of functions have facilitated a sense of ownership and commitment on the part of all



stakeholders, systematic consultation and consensus building. The inauguration of the Government and Funding Agency Consultative Panel Semi-Annual meetings in February 1997 provided a sector forum as well as a role for funding agencies in policy implementation. This is because the Government has made it clear that FCUBE is the only programme for Basic Education over the ten year period (1996-2005) all external funding support for Basic Education is now being channelled through the Ministry for that programme.

Ghana's successful experience is trend-setting because it is an effective participatory development model that clearly shows how African governments can take a leadership role in coordinating the assistance of funding agencies. Country-led rather than agency-driven aid is more likely to lead to a more equitable and efficient distribution of funds.

A Government Policy of devolution of authority in the 170 districts in Ghana is being implemented in the education sector as part of the FCUBE Programme. Decentralization of education management and control has been initiated with the setting up of District Oversight Education Committees with the District Chief Executives as Chairmen.

At the School level, School Management Committees have been established. The School Performance Appraisal Meeting (SPAM) initiative which brings the local improvement strategies involves communities even more in school activities and strengthens their sense of ownership of the schools.

In the context of the above, this study focused on major educational development projects funded by International Development Partners. These

are Department for International Development (DFID); United States Agency for International Development (USAID) and African Development Bank (AfDB) in Ghana. The study touched on the nature of the collaboration and how the Ghanaian collaborators contribute towards the development of project proposals.

### **Statement of the Problem**

In spite of interventions introduced by development partners, Ghana and other African countries continue to grapple with under-development challenges. One wonders what the problem really is. Do African beneficiaries especially Ghana actually benefit from such collaborations? Is the problem attitudinal, political or, does it have a cultural connotation or simply a matter of African-based leadership to sustain projects? Is the problem related to Ghana's national education policy? These are critical issues that require empirically based answers. Available literature however suggests that little evidence exists that seeks to find an answer to the questions posed above. It is this gap that necessitated a study into the challenges facing North-South Collaboration in educational development in Ghana.

### **Purpose of the Study**

The purpose of the study was to examine various challenges involved in North-South Collaboration in educational development. Specifically, it was to examine:

- i. the nature of the collaborations Ghana has with the North in educational development

- ii. the challenging factors associated with North-South collaborations in implementing educational agenda in Ghana
- iii. the ways Ghana perceive benefits from educational collaborations with development partners and
- iv. the measures that can be taken to ensure that Ghanaians enhance their benefits in international collaborations.

Additionally, the study offers an opportunity for the expression of my own understanding on the nature and focal points of the collaboration between North-South in educational development in Ghana and to establish the reasons why in spite of the interventions introduced so far by development partners, Ghana continues to grapple with underdevelopment challenges.

Further, the study was undertaken to find out the difficulties the collaborations encounter in implementing the educational development agenda. It may be worth underscoring at this stage that DFID, for example, does not only seek to attain universal primary education for all but to equally sustain the achievement of this goal as a basis for expanding and developing all levels of the educational system and contributing to the Ghanaian economic growth. Finally, the study was to look at the measures put in place to ensure that Ghana benefits most from these educational development collaborations with development partners.

### **Research Questions**

The following research questions were formulated to guide the conduct of the study:

1. What is the nature of the collaborations Ghana has with the North in educational development?

2. What challenging factors are associated with North-South collaborations  
in implementing educational development agenda in Ghana?
3. In what ways does Ghana perceive benefit from educational development  
collaborations with development partners?
4. What measures can be taken to ensure that Ghanaians enhance their  
benefits in international collaborations?

### **Significance of the Study**

There are critical issues in Ghana's agenda for eradicating poverty through education for all by 2015. This study therefore contributes to existing literature on efforts being made by Ghana and supports received from its Development Partners in achieving this agenda. The significance of this study lies principally in the fact that, an attempt is made to underscore the challenges faced by development partners in contributing either financially or technically to improve upon the Ghanaian educational system. It is hoped that the findings of this study will create other reference avenues for streamlining collaborations with donor agencies and other development partners so as to encourage and motivate them in assisting the nation.

### **Delimitation of the Study**

The study was confined to finding out the challenges faced by development partners in their efforts to eradicate poverty in Ghana through the provision of quality education. Particular emphasis was placed on the Ghanaian educational system and the extent to which quality education has

been achieved. Development partners were limited to DFID, USAID and the AfDB.

### **Limitations to the Study**

The limitations that confronted me included difficulty in getting access to people (Development Partners) to respond to data collection instruments on schedule. To overcome this situation, I made special arrangement with some officers who agreed to be interviewed at a time convenient for them. This is a limitation because it reduced the number of interviewees I used in the study. Two interviews were conducted during lunch time, one on a Saturday whilst the other interviews were conducted during normal working hours. The limited number of interviews and the programmed nature of the interviews are likely to have affected the responses of interviewees.

I deemed it necessary to visit some on-going educational projects sponsored by these Development Partners but the difficulties faced here was that not all project managers (especially the Ghanaian counterparts) were willing to share information on the projects under the guise of classified information. This limited the quantum of data that this study would have generated. This observation I have made is based on the refusal of Ghanaian project coordinators to provide needed information that would enrich the study of researchers. Indeed the Constitution of Ghana, 1992 guarantees a fundamental Right to Information. Article 21 (1) (f) clearly states that “all persons shall have the right to information, subject to such qualifications and laws as are necessary in a democratic society”. Indeed, information is an important resource in the knowledge-based society and for an important study such as writing a thesis, it is unfortunate to be denied access to information.

Presently, there is no Right to Information Law existing that will compel people to release needed information. Hence, people who do not wish to share information cover up by indicating that the needed information is classified.

Ghana is about to enact a right to information law (now *The Right to Information Bill*) to provide a legal framework for making public sector information accessible to the public. It is my sincere belief that if development partners freely share information about educational projects they are implementing in collaboration with Ghana, Ghanaian project coordinators should do the same without any hesitation.

I find it very unfortunate that some Ghanaian project coordinators did not provide me with the needed information on the on-going projects I visited. I however managed to obtain some related information on the said project from the funding agency. I used open-ended semi-structured interviews in collecting data and the problem of bias which is usually associated with such research, cannot be completely avoided.

### **Definition of Key Terms**

*North and South:* In the context of this research, the term “North” represents developed countries and international donor agencies whilst “South” represents developing countries.

*Challenges* refers to the obstacles encountered by the North in their quest of helping to eradicate poverty in Ghana through the provision of good and quality education.

## **Organization of Thesis**

This thesis is organized into five chapters and includes the following:

Chapter One provides a brief overview of the background to the study, statement of the problem, purpose of the study, research questions, significance of the study, delimitation of the scope of the study, limitation of the study, definition of terms and organization of the study.

Chapter Two reviews related literature and also touches on the conceptualization of the terms of the research topic. The literature reviewed is organized under the following sub-headings: indicators of North-South Divide, nature of the North-South collaboration in Ghana: the Ghanaian perspective, Impact of North-South collaborations in Ghana, Ghanaian Education Policy and the role of Development Partner Interventions, Educational Reforms in Ghana, Government strategies to ensure that Ghanaians benefit from the collaborations and the summary of literature review.

Chapter Three discusses the methodology of the study, which covers issues such as the research design, population, sample selection procedure, data collection instrument and the data analysis procedure.

Chapter Four presents the results and the discussion of the results. This chapter consists of two sections. The first section deals with the report of the interviews held and the analysis of the information obtained. The second section discusses the findings.

Chapter Five provides a summary of the methods and findings of the study. It presents the conclusions of the study and recommendations arising

from the findings. This also includes suggestions of other related areas of research for further investigations.



## **CHAPTER TWO**

### **REVIEW OF RELATED LITERATURE**

This chapter reviews related literature on the North-South collaboration in Ghana. It specifically examines the following: indicators of North and South Divide, nature of the collaboration: the Ghanaian perspective, impact of North-South collaborations in Ghana, Ghanaian education policy and the role of Development Partner Interventions, Educational Reforms in Ghana, Government strategies to ensure that Ghana benefits from the collaborations and Modernisation and Dependency Theories of Development which is the root course of this study. These reviews are guided by the modernisation and dependency theories of development to facilitate the understanding the concept of this research.

A library search was carried out to identify related journals, books, and other development partners review papers on projects approvals and their newsletters. Research findings from international organizations on education were equally reviewed as they contained related information on North-South collaboration in education.

#### **Indicators of the North and South Divide**

Development has moved away from its banal definition which used indicators such as growth rate of gross national product and average per capita income to one emphasizing attempts at reducing poverty,

unemployment and inequality (Currey 1973, Kuitenbrouwer, 1975, Seers, 1973, Songsore, 1997, Songsore & Denkabe, 1995).

Currey (1973) explains that development is a process of change through which a society evolves the value, political leadership and other forms of social organisation necessary to mobilize and utilize resources in such a way as to maximize the opportunities available to the majority of its members, for realization to the fullest possible extent of their potential as human beings. It is usually expected that development serves the interest of the majority. No society is homogenous, all are made up of competing interests and it is natural that social changes benefit some at the expense of others.

There may nevertheless appear to be two interwoven political aspects of development partners' engagement with Ghana as with other African countries; one derives from a long history of friendship and North-South collaboration; the other draws from development partners' role as a key member of the global community with its own growing commitments to development assistance to Ghana. In the first, there is a strong assertion of the importance of a two-way symmetrical accord between two collaborative partners, through strategic development partnership. This basically is on mutual trust, economic win-win collaboration and principles of mutual respect in the implementation of projects. In this perspective, development partners committed themselves to provide assistance to the best of their ability based on approved educational project proposals to Ghana.

## **Indicators of the North**

The phenomenon 'North' used to describe countries in the developed blocks in the United States of America, Europe, Canada, Japan, and others. Countries classified as developed have a longer life expectancy averaging 75 years as against that of developing countries which is 51 years according to Kintu (2007). In general, developed countries are characterised by high incomes, bourgeois housing facilities, good health, excellent educational system, low infant mortality and high life and work expectancy. Developed countries enjoy good economic activity; they generally have organized governments, and are wealthy. Other characteristics of development countries are listed below:

**Economic factors** – developed countries are noted for their rapid transformations in the structure of the economics. The economy is well planned and co-ordinated and policies are implanted by these economies leading to fast economic growth and development. There is economic and social equalization in terms of income, status, opportunities and living conditions of people. Reference can also be made to the fact that as economic development took place in developed countries, there was a tendency by these economies to expand their influence to the rest of the world (Kintu, 2007).

**Educational System:** The developed world can boast of an excellent and durable educational stability. Technical and vocational education in developed countries is very well organised and advanced. In fact, most people would prefer to go to the Technical and vocational schools to acquire professional proficiency in their field of interest than to go to the University.

The developed world believes the combination of education and technology is the key to human progress. Education feeds technology, which in turn forms the basis for education. It is therefore not surprising that to be “developed” is to have had education based on western knowledge, science and technology. (Fodje, n.d.)

**Political Environment:** A study of the political environment of some powerful developed nations in the world, gives an idea as to the direction in which the rest of the world is heading. These nations indirectly control the policymaking and exert considerable influence over the rest of the world. For example, no country could stop the United States and the United Kingdom from waging a war against Iraq, although no country agreed with them! That is the extent of power that these countries wield (Songsore, 1997).

Developed countries enjoy a stable political environment. It is also important to understand the political leaders and political pressure groups within each of these countries. These are the people who control their country's progress and direction. One must keep in mind that it is the political structure of a country that defines the development of the country's economic, social and cultural framework.

**Technology:** In developed countries, people enjoy sophisticated technology at all levels and in all sectors of their economies. For example, the computerised national identification card being used in developed countries. This is far from being achieved in most developing countries. This system enables the easy tracking of any individual, his properties and personal records. Developed countries can play an active role in promoting technology transfer to developing countries.

## **Indicators of South**

In contrast to the developed world, developing countries in general are manifested qualitatively and quantitatively in several forms including low incomes, inadequate housing, poor health, limited or no education, high infant mortality, low life and work expectancy, and in many cases, a general sense of hopelessness. Others include dominance, dependence, and vulnerability in international relations. There is high and rising levels of unemployment and under employment coupled with technological backwardness. Majority of the people in developing countries live and work in rural areas (Kintu, 2007) and in depressed contexts.

Fodje (n.d.) equally agrees that for the majority of underdeveloped countries especially those of sub-saharan Africa, the quality of life is deteriorating despite several decades of development efforts. Economic growth has stagnated, with GNP per capita insignificant compared to the higher income countries. As if to make matters worse, population growth is higher in these countries and is accompanied by increasing poor health, rising incidence of AIDS, a disproportionately high level of poverty and hunger, low educational levels, increasing civil strife, and a deteriorating infrastructure base. The gap between the 'Developed' and 'Underdeveloped' countries is therefore widening by the minute.

**Economic factors** – Songsore (1979) did not mince his words when he stated that the underlying causes of underdevelopment in third world countries lie in the dependent capitalist nature of their economies. He further indicated that for development theory to become more realistic it must be considered in the system within which developmental problems occur.

Imbalance theories have been propounded to explain why regional problems occur than do theories of regional self-balance models of regional resource allocation (Songsore, 2003). He explains that self-balance theories start with a blindfold to the main features of regional world, and introverts into an idealised and unrealistic analysis. Developing countries face several economic disparities vis-à-vis developed countries. For example, they strive to achieve a better integration of spatially organised economies on a basis of interdependence and reciprocity rather than dependence and exploitation (Friedmann, 1975). Other obvious economic indicators of developing countries include: financial constraints, absence of reliable and consistent database for planning, ineffective leadership and supervision of change initiative implementation in schools, threat from diseases and an uneven distribution of human and material resources across the urban and rural communities (Ankomah, Koomson, Bosu & Oduro, 2005)

**Educational System** – The educational system of Ghana is compounded by serious inefficiencies and ineffectiveness in the management system. There was lack of systematic and regular evidence of learning outcomes shown in terms of standard, competency attainment and what students really learn. The educational system is left at the mercy of politics. The impacts and influences of politics on education and training and particularly on technical and vocational education have been tremendous. Abdallah (1986) in his capacity as Secretary for Education in Ghana acknowledged that there was a sharp deterioration in the quality of education at all levels in Ghana. He further explained that the physical infrastructure in the provision of buildings, equipment and learning materials and teaching aids were virtually collapsing.

This he said, urged the PNDC to embark upon comprehensive educational reforms in the country.

The Ministry of Education and the Ghana Education Service set up an Education Sector Review Committee as an initiative aimed at addressing the weak management capacity within the education sector (resulting in inefficient utilization of resources, inadequate provision of infrastructure facilities and requisite teaching and learning materials due to poor national economic climate) and unsatisfactory conditions of service for teachers and other personnel of the sector. The terms of Reference of the Committee included:

1. Consider modification of existing policy and strategy
2. Examine the subsystems in education sector and their linkages
3. Analyse education outcomes (Access/Efficiency, Quality/Relevance and Equity)
4. Determine how best to improve Community/School Relationship
5. Examine management and financing (within the context of decentralization)

The increasing challenges of the twenty-first century demand that Ghana reengineers its educational system to make it more responsive to national goals and aspirations as well as global demands. This is the task before the Education Sector Review Committee.

**Political Environment** – The African continent has over the past decades, faced new challenges in both their socio-economic and political arenas. It is not easy to pin-point any African country which has not

experienced political disturbances. Civil wars and terrorist attacks have indeed retarded development in most African countries.

The political system in most African countries is not stable. The fragility of the political system has adversely affected the economic and social activities of most countries. For example, the recent fight of leadership power in Zimbabwe and Kenya witnessed a lot of destructions of both Government properties and individual properties including the loss of lives (innocent citizens). Most African leaders preach democracy without really applying them. Zimbabwe experienced a high rate of inflation and devaluation of its national currency. This affected the growth of nation-wide businesses and the purchasing power of people. The situation in Kenya was not different (Ankomah, Koomson, Bosu & Oduro 2005).

The effects of the above include:

- a) A decline in enrolments in education and training institutions
- b) Falling standards in education and training
- c) A steady decline in employment opportunities in the public and private sectors
- d) An increased rate of unemployment

(Ankomah, Koomson, Bosu & Oduro, 2005)

**Technology:** Limited use of Information technology facilities to aid communication is a challenge facing the south. Fodje (n.d.) explains that what the world needs today is not talent in producing new technologies but talent in understanding the impact of technology on the society and individuals. She further states that educational programmes in the third world countries have been designed around the western ideals. These need to



be reworked to reflect the indigenous cultures and promote human values while at the same time producing the talent for 'controlled' technological advancement. It only then that developing countries would be able to talk of development.

For a developing country like Ghana, it is indeed interesting to want to know why despite the God given natural resources; it has not been able to grow to be self-reliant. Hirschman (1968) indicated that "the need for the emergence of "growing points" or "growth poles" in the course of the development process means that international and interregional inequality of growth is an inevitable concomitant and condition for growth itself" (pp.183-184). This may explain the need for the collaboration between North and South in all spheres of life.

#### **Nature of the North-South Collaboration: the Ghanaian Perspective**

Aid to education comes to Ghana in several forms. Some of them include grants, loans at very low interest rates, technical support whereby, Technical Personnel are detached from development partners to train and share their technical know-how with Ghanaians to enable them take over a given project when completed. It also comes in a form of non-refundable developmental funds attached to certain conditions which Ghana commits itself to once the funds are accepted. The assistance can therefore be financial, technical or policy oriented. The amount and nature of assistance is a country-specific question. For example, the costs of improvements in the quality of education are also estimated by incorporating components of teachers training, curriculum development and improvements in examination systems and supervision.

## **Design of Educational Development Projects**

The Donor to Africa Education (DAE) Task Force meeting which held a meeting in Angers, France in October, 1993 identified three broad types of lending and grant instruments. First, in traditional educational projects, investments are appraised in detail and expenditure items and amounts are clearly specified at the outset. Specific investment projects are good for achieving limited objectives, such as expanding access to education through construction and materials provision. They are appropriate when a country has weak analytical and administrative capabilities and development partners have clear objectives that they wish to help the country achieve. They are also appropriate when a country has a comprehensive strategy for the development of the education sector and has identified a part of that strategy's implementation for which it seeks donor financing.

Second, there are loans and grants under which the terms of the agreement between the development partner and the country are more loosely defined and flexible, and under which a national agency is responsible for the detailed design, appraisal and supervision of specific investments. This type of project has the potential for allowing design to match more closely locally-determined needs and for building institutional capacity. In some cases development partners have provided "time slice" financing of programmes developed by the country itself. This approach allows some flexibility for the recipient to finance a given set of sectoral responsibilities for a fixed period of time. Projects that are more loosely defined require a higher standard of commitment and analytical capacity by beneficiaries, implementing agencies, and development partners than does a traditional, specific investment project.

Third, some development partners have provided general budgetary or balance of payments financing as part of an overall package of macro-economic reforms in support of a national programme of educational sector reform. In exchange for implementing specific reforms and/or meeting agreed performance targets, a government receives trenced funds intended to alleviate its balance of payments deficit and facilitate increased recurrent financing for the education sector. The intent of this approach is to address three issues:

- i) establish a sectoral policy environment conducive to meeting reform goals;
  - ii) work at the system level to develop permanent institutional capacity to manage and administer the reformed education sector;
- and
- iii) rationalize the allocation and use of resources in the sector.

The World Bank, in conjunction with USAID, has supported education sector adjustment programmes in Ghana and other countries. Often, such general budgetary support or balance of payments financing from one or more development partners is complemented by traditional project funds from other donors. These experiences have demonstrated that there are a host of questions about when to provide such assistance, the kinds of analyses required beforehand, and about how to sequence and structure its disbursement.

DAF Task Force Report further explained that, no matter what type of project or programme is considered, its implementation will suffer unless the design takes into account the understanding that operations within schools

and classrooms (what school heads, teachers and students actually do) are important factors influencing educational outcomes, which, in addition, are often insulated from national policy pronouncements. This means that, in education, project design must take into account the interaction among programme inputs at the school level, recognizing that the full impact of school inputs on student learning is greater than the sum of their individual effects. Project and programme designs in education must plan for school-level implementation, taking into account local school conditions and system management factors that facilitate local authority and responsibility for implementation. Discussion groups at the Task Force meeting suggested that the complex integration of components at the local level might be better worked out through experiments before trying to implement them nationally.

The tendency for development partners and consultants to dominate in designing a project raises a fundamental question: Why do Ghanaian collaborators not take the lead in the process of preparing education strategies and projects? One reason may be that the country has a pressing budgetary and foreign exchange problem which makes collaborators feel that they do not have the freedom to decline externally financed programmes. The very lack of national resources condemns them to accept all externally designed and tightly conditioned offers of foreign assistance, even those programmes run contrary to the national sector policies. Another reason may be that government representatives fear that they may demonstrate a lack of expertise in front of internationally-experienced donor staff if they assert themselves during the design process so that, they remain silent in meetings with donors and donors take this silence as agreement. Despite this worry about who

designs education reforms, Ghana has taken a leading role in carrying out its own economic and sector analyses.

Where the government through the Ministry of Education prepared and adopted coherent comprehensive sector policy statements, development partners have often welcomed such initiatives and hastened to align their support behind such programmes. Capacity for more local responsibility, as in these examples, undoubtedly exists in the country, and development partners and the government should agree to encourage more local autonomy and responsibility, and to give highest priority to projects initiated and prepared by the local educational experts.

### **What is Collaboration in Educational Development?**

Collaboration is a process of participation through which people, groups and organizations work together to achieve desired results (National Network for Collaboration, 1995).

According to Kingsley and Waschak (2005) there are four types of collaboration. These are:

1. Entity-Based: Partnership consists of membership, boundaries as well as formal and informal organizational structure;
2. Process-Based: Relationship built over time to enhance level of trust
3. Agreement-Based: Pre-determined goals aimed at improving performance
4. Venue-Based: Opportunity to interact; share experiences

El Ansari and Phillips (2001) define collaboration as the development of a model of joint planning, joint implementation, and joint evaluation between individuals or organizations. External aid is seen and appreciated in

terms of partnership than collaboration. Partnership is a dynamic relationship among diverse actors, based on mutually agreed objectives, pursued through a shared understanding of the most rational division of labor based on the respective comparative advantages of each partner. Partnership encompasses mutual influence, with a careful balance between synergy and respective autonomy, which incorporates mutual respect, equal participation in decision-making, mutual accountability, and transparency (Brinkerhoff, 2002). Eilbert and Lafronza (2005) have also indicated that partnership involves a social system or entity based on an agreement between participating organizations to collaborate on a common goal in which benefits and risks, as well as resources and power are shared fairly.

### **Principles of Educational Collaboration**

The goal of any collaboration effort within the school is to bring the stakeholders and the school together in an atmosphere to support the learning and development of the child (Dryfoos, 1990; Meszaros, 1993; Ministry of Education, 2001; National Commission on Children, 1991).

International cooperation in education is being undertaken in many developing countries under collaborative arrangements of “Donors” with varying positions. Essential as the backbone of such cooperation is a mutual partnership between the governments and official aid agencies. Without this, international cooperation in education is exceedingly difficult to implement. The three principles that bring about a collaborative process between north and south are:

## **1. Collaborative Climate**

Ghana needs to build a climate of collaboration through two attributing factors of *Leadership and Culture*. *The Government of Ghana is expected to* provide the direction for establishing a positive culture of collaboration with development partners which include supporting teamwork and capitalizing on diverse strengths to achieve the desired outcomes as set out in the mission, vision and values of educational development project

The *culture* of the nation sets the backdrop for building relationships of mutual trust and reciprocity through increased interaction and involvement in social life as well as identifying areas of common interests or outcomes. The establishment of this culture is dependent on open and clear *communication* between the nation and its development partners.

Formal, informal and non-formal channels of communication all play critical roles in consensus building, clarification of expectations and rapport building to establish a culture of trust and commitment (Ministry of Education, 2000).

## **2. Purposeful Collaboration**

It is critical that nations seek alignment of its processes, programmes and activities to their vision and purpose for collaboration (Epstein, 1997). Through strategic planning and effective allocation of resources (human, material and financial), nations and development partners demonstrate their commitment to collaborative efforts. Regular monitoring and evaluation on the effectiveness of these efforts will be necessary to help nations review their progress and plan for future developments (Ministry of Education, 2000,

2001; Conference Board of Canada, 1998; The Council for Corporate & School Partnership, 2001).

### **3. Sustainability**

To ensure that North and South continue their collaborative efforts to sustain the desired outcomes, plans are drawn up together with structures and processes to explore new resources and enhance existing ones. By identifying emerging trends and developing strategies to meet the demands of these trends, Ghana and development partners are in a better position to expand their collaborative capacity and work towards the total development of the educational system. The principles of collaboration allow individuals, nations or organisations to tap on our stakeholders meaningfully and enable schools to be more effective in achieving their desired outcome in its collaborative efforts.

#### **Impact of North-South collaboration in Ghana**

Universal access to basic education marks the evolution of education in Ghana. Indeed, universal access to basic education is central to Ghana's Poverty Reduction Strategy (Ministry of Finance, 2005) and it is a priority of the Education Strategic Plan (MOE/ESP, 2003). The ESP provides a platform for the Ministry of Education and its agencies to deliver Education for All (EFA) within the national policy of Free Compulsory Universal Basic Education.

In many developing countries there is a strong political will to change and invest in education and research but they are crippled by debt and globalization problems. The challenge here is how to create opportunities to attract and train young talents and sustain them to conduct problem-solving



research. This calls for a joint international action co-sponsored by governments and major development aid organizations including DFID, the World Bank, USAID, UNDP and the African Development Bank (just to mention a few) to provide funds to improve the quality of education in developing countries.

In September 2005, the Government of Ghana produced more ambitious targets for implementation of its ESP and proposed reforms in the education sector and in May 2006, the Ministry of Education also produced an accelerated Ten-Year workplan, 2006-2015 in pursuit of the Millennium Development Goals (MDGs) in connection with the Finance for Development meeting in Abuja. DFID's fund input to this initiative is £105 millions over 10 years from 2006 to 2015 (Ministry of Education, 2003).

In table 1, information is provided on the focal areas and key policy goals for expending DFID fund:

Table 1

**Focal Areas and Policy Goals of DFID**

<b>Focal Area</b>	<b>Policy Goals</b>
1. Equitable Access to Education	1. Promote and Extend pre-school education 2. Increase access to and participation in education and training 2. Provide girls with equal opportunities to access the full cycle of education
2. Quality of Education	3. Improve quality of teaching and learning for enhanced pupil/student achievement 4. Improve the quality of academic and research programmes 5. Promote good health and environmental sanitation in schools and institutions of higher learning 6. Identify and promote education programmes that will assist in the prevention of a management of HIV/AIDS
3. Educational Management	8. Strengthen and improve educational planning and management
4. Science, Technology and TVET	9. Extend and improve technical and vocational education and training 10. Promote and extend the provision of science and technology education and training.

(Support to the Education Strategic Plan [ESP] 2006-2015 programme documents, DFID-Ghana, Ministry of Education, Ghana).

The United Kingdom has a consistent history of support to education in Ghana. From 1998 to 2005, DFID committed £50 million to an Education Sector Support Programme (ESSP) in Ghana. This fund was disbursed under the Ghana Education Service (GES) mainly in support of the Whole School Development (WSD) programme. Among the lessons learned from ESSP was the effectiveness of decentralized support based on national policies and using government systems. Most of DFID money usually passes through GES for disbursement to district and school levels. These funds will mostly be used for improving access, enrolment and completion rates, and the quality of teaching and learning, in primary education. The funds are later accounted for to a level acceptable to both the Government of Ghana (GoG) and DFID and all other Development Partners (DPs) who wish to support education through earmarked sector budget support could use the same mechanism. (Support to the Education Strategic Plan [ESP] 2006-2015 programme documents, DFID-Ghana, Ministry of Education, Ghana).

At the district level, the fund will support those ESP priorities which seek to alleviate poverty and to reduce vulnerability. Principally, this will take the form of using appropriate means of improving primary school completion, by increasing enrolment, eliminating gender disparity, removing levies and providing a more attractive social environment as well as improving the quality of teaching and learning. It is also used for funding related relevant capacity-building components.

The economic justification of these funds is based on the potentially large benefits from achieving universal primary school enrolment and completion rates, particularly for girls. Other benefits will arise from improved planning, management and financial flows at district and school levels.

Despite the success of the ESSP in strengthening financial systems at district and school levels, significant challenges in financial capacity still remain at central level, with a strong dependence on externally funded Technical Assistants (TAs) occupying key civil service positions. The role played by TAs need to be reviewed so that, the Ministry of Education as a whole will be support rather than focusing on the GES.

The focus is on the impact of the North-South collaboration in Ghana and its benefits so far. I have attempted to indicate the extent to which the goal of eradicating poverty through education has been achieved.

## **Ghana's Education Policy and the Role of Development**

### **Partners Interventions**

The educational reform in Ghana is an extremely complex task. There have been successive initiatives over the years contained a number of internal contradictions and inconsistencies portrayed by the various strategic approaches adopted by the Ministry of Education and its agencies and the various donor organizations.

Education policy text have been continually rewritten by a number of policy makers and development partners working together and compromising their original intentions in order to construct a text that is acceptable to a variety of interested parties.

Due in part to conservatism and in part to lack of the financial capacity for more integrative action, both the government and donor agencies have had a tendency to seek change at the margins rather than at the core of established practice. Throughout the period 1986-1991, donor activity in Ghana in general, was uncoordinated resulting in the creation of several project implementation units within the Ministry of Education (MOE) and a proliferation of micro education projects in the education sector itself (Action Aid, 2000).

Major educational reforms are on the development agenda in almost every African country despite economic recession, inadequate public finance, and political turmoil. However, because of these difficult conditions in the region, national resources are not even adequate for the recurrent expenditures on education, let alone for the investments required to bring about improvements. Consequently, development partners are playing a significant, sometimes dominant, role in the funding and direction of reforms. This role involves funding the majority of investment expenditures and occasionally recurrent expenditures as well. It is accepted that for education to improve in the region, donor support will have to continue at its current high levels. The donors' major influence on expenditures, and therefore on policies, presents a challenge to the donor-recipient relationship to ensure that learners receive a better education. Unfortunately, this is not always the case.

### **Factors Influencing Educational Projects Implementation in Ghana**

Literature reviewed from the Donor to Africa Education (DAE) Task Force on a meeting held in Angers, France in October, 1993 revealed seven areas of concern as factors that influence the implementation of educational

projects in Ghana. These are: the national context in which the efforts to improve education are undertaken; the goals of development partners, and the government of Ghana; the characteristics of programme and project design; the government's and development partners' capacities to implement these efforts; project "ownership;" the management and administration of project funding; and, the contribution that monitoring and reporting makes to implementation. None of these issues is separate and independent of the others. In fact, one of the difficulties in making practical recommendations on the problems related to project and programme implementation in Ghana is the complex interaction of the problems that confront both the government and development partners.

The DAE Task Force focused on aspects of the relationship between African governments and donors in general that may best illuminate how the partnership can be improved. The issues, posed as questions, were as follows:

- (a) What national conditions facilitate the effective implementation of programmes to improve education?
- (b) How do the goals sought from education by governments and by donors influence implementation?
- (c) What elements of programme and project design influence the implementation of educational change?
- (d) How is implementation influenced by the capacities of governments and of donors?
- (e) What is programme "ownership," and what factors influence local ownership in programmes and projects to improve African education?

- (f) How do the form, management and administration of the financing of education programmes and projects influence implementation, particularly with respect to funds provided by donors?
- (g) What is the role of monitoring and reporting in ensuring effective implementation of educational improvement activities?

Answers to these questions vary from country to country. In economic restructuring, a number of countries have adopted measures to restore macro-economic balance, liberalize prices, reduce the role of the state in the economy and promote the market. The private sector plays an increasing role in economic and social affairs. And Ghana happens to be one of the countries where such changes have generally seen improvements in the growth and distribution of income and have succeeded in mobilizing sufficient external funding to sustain progress.

The education sector is deeply affected by these changes in the political and economic environments. On the one hand, there is strong pressure to cut costs and increase efficiency. On the other, there is popular pressure to increase access and quality of educational services. In Ghana for example, the Government and Ministry of Education are charged with the difficult task of negotiating between the need to meet the popular demand for education at all levels and the pressure to bow to developmental priorities and often harsh economic and budgetary realities.

Several countries have responded to this challenge by instituting reform programmes focused on cost and finance, sectoral management, structural reform of educational delivery systems, and internal and external efficiency of education systems. The results of reform programmes that

combine sound economic and educational reform have been impressive in Ghana: sector management has improved, unit costs have fallen, quality of education has increased (still improving), and enrolment ratios have risen.

### **Educational Reforms in Ghana**

In fact, the record of successful implementation of education programmes and projects in Africa in general is not considered good. For instance, a recent review of educational policy reform in the region judged that only 13 out of 145 policies studied had been effectively implemented (Craig, 1990).

Collaborations with development partners have brought about reviews of the Ghanaian educational system and to some extent, some changes in the curriculum effected. This has over the past years presented opportunities for the sharing of ideas among development partners and the Ministry of Education and the Government of Ghana for that matter.

The Ghanaian educational system has undergone several reforms. Before the educational reform of 1987, for example, the existing educational system was that a child passed through a six-year primary education, four-year middle school, five-year secondary school, and two-year sixth form before reaching the University. The system was such that pupils could jump from 1<sup>st</sup>, 2<sup>nd</sup> or 3<sup>rd</sup> year middle school to the secondary school, so long as they passed the West African Examination Council common entrance examination. There was no proper system in place which ensured that the middle school system was well followed. A programme was designed to reverse years of stagnation and decline in the education sector, caused in part by severe macro-economic difficulties and in part by poor planning and



management in the sector. The adjustment programme was built on the recommendations of a Government White Paper of 1973 which had never been implemented because of a lack of funds and elite group opposition to changing the status quo.

The results of the adjustment programme have been impressive. The 1987 educational reform reduced the number of years spent in school before reaching the University level and vocationalised part of the system. The number of years was reduced from 17 to 12 years of pre-university education with the introduction of new educational system which was made up of six-year primary, three-year Junior Secondary School and three-year Senior Secondary School education. This change maintained and streamlined the educational system making it impossible for pupil to jump stages but go through the laid down process (World Bank, 1986).

In the former educational system of Ghana, vocational technical training was kept for pupils who failed to continue their education. But the 1987 educational reform incorporated technical vocational into the educational system. The philosophy behind the 1987 reform was to make a pupil who passes through the system skilful and employable at the end of his junior high school or senior high school levels of education. Emphasis was more on skill development which would reduce the rate of unemployment. For example a Secondary School Graduate could become a professional mason or carpenter if he failed to enter the university. Unfortunately, this philosophy was defeated at the implementation level as the end result was that people concentrated on how many pupils qualified (passed) to go to the universities.

The recent educational reform of Ghana (2007 educational reform) has changed the names of JSS and SSS into Junior High School (JHS) and Senior High School (SHS) and extended the SHS programme to four years. The Ghanaian government and development partners recognise that continuous change and adaptation is necessary to maintain sector effectiveness in a rapidly changing environment.

### **Modernization and Dependency Theories of Development**

Technically, this study is based on two development theories. These are the Modernization and Dependency theories. Modernization theory evolved from two ideas about social change developed in the nineteenth century: the conception of traditional vs. modern societies, and positivism that viewed development as societal evolution in progressive stages of growth (Deutsch, 1961; Rostow, 1960; Ruttan, 1959).

Modernization Theory is a theory of development which states that development can be achieved through the processes of development that were followed by the current developed countries. Education was viewed as key to creating modern individuals. Technology played a key role in this development theory because it was believed that as technology was developed and introduced to lesser developed countries it would spur economic growth. In Modernization theory, problems that held back the industrialization of poor countries were related to the “irrational” way in which resources were allocated in a traditional society.

One key factor in Modernization Theory is the belief that development requires the assistance of developed countries to aid developing countries to learn from their development. In addition, it was believed that the lesser

developed countries would develop and grow faster than developed countries. Thus, this theory is built upon the theory that it is possible for equal development to be reached between the developed and lesser developed countries. From a Modernization perspective, the degree of industrialization, urbanization, and cultural values are the main indicators of changes in development in a country. Therefore, the level of use and access to information technologies within a society is captured by these indicators, but use is basically determined by the degree of rationalization of a society and cultural values towards science and technology.

According to Modernization theory, changes in openness to ideas and a more global sense of belonging would occur when changes in development occurred. Modernization also implies that a society's culture value system and institutional configuration determines its potential for development. It places the ideas and differing value systems, and not the material conditions, at the center of the explanation of the disparities in development.

In stark contrast to Modernization theory, Dependency theory underlines that relationships between developing and developed countries are based not on the growing cooperation between them but rather on the dependence of developing countries on developed ones. To put it more precisely, supporters of Dependency theory stand on the ground that western countries are really more advanced than developing countries but the latter follow their example not just because they are willing to do so nor because they really believe that western way of development is really better but, in contrast, they are forced to choose the same way of development as western countries have already made in order to become a part of the world

community and avoid the isolation of the country or, what is more, even the intervention of western countries in their policy. In this respect, it is necessary to underline that supporters of Dependency theory argue that western countries impose their politics and their rules to developing countries forcing them to accept western standards and norms, while any disobedience from the part of developing countries is threatened by economic sanctions or even military intervention from the part of developed countries (Schelkle, 2000).

Nowadays the rapid development of the world and the growing integration of countries can hardly fail to affect the development of new theories which attempt to explain the relationship between countries and the existing inequality between developed countries and countries of the third world. In this respect, it is possible to refer to Modernization theory and Dependency theory which, being quite different, still have certain similarities in their views on the modern world and relationships between developed and developing countries.

It is worthy of notice that the comparison of these theories will help better understand the current trends in international relations and the future perspectives of the world. At the same time, these theories help assess the current situation and relationships between developed and undeveloped countries more objectively due to existing differences between the two theories (Preston, 1996)

It is primarily necessary to point out that both theories pay a lot of attention to the gap existing between developed countries and undeveloped ones belonging to the third world. To put it more precisely, Modernization

and Dependency theory stand on the ground that Western countries are the world leaders due to their higher level of development, which affects practically all spheres of life, including economic, political, social, and even cultural life (Leys, 1996).

Modernization theory views the development of the world and relationships between developed and developing countries as the relationships of potentially equal countries which are just at a different stage of development at the moment. To put it more precisely, Modernization theory stands on the ground that western countries are well-developed and the western way of development is viewed as the most successful approach and perspective while there is practically no other alternatives to this way of the development.

This is why the supporters of this theory insist on the necessity to develop the cooperation between developed and developing countries in order to make the latter closer to the former. What is meant here is the fact that Modernization theory underlines the necessity of borrowing the experience of western countries by developing countries of the Third world (Scott, 1995). Basically, developing countries should follow blindly the example of more developed western countries and this will bring them economic, social, and cultural prosperity.

Naturally, to achieve this goal, developing countries should develop their cooperation in all spheres of life, including economy, politics, culture, education, and social relations, with western countries, while the latter, being more advanced compared to developing countries should help them achieve the highest level of development through education, technological assistance

and consulting of countries of the Third world. In such a way, this theory views modernization of socio-economic and political life of developing countries on the basis of the example of western countries as the only possible solution of the problem of backwardness of poor countries since western way of development is, according to Modernization theory, is the only correct way to prosperity.

In such a way, unlike Modernization theory, Dependency theory does not view the choice in favour of western way of development as the panacea from all problems or as a conscious choice that is really supported by the population and elite of developing countries but such westernization of developing countries is viewed as a violent interference of developed countries in the life of the Third world. Naturally, such a policy leads to the growing dependence of developing countries on developed ones and, therefore, makes the socio-economic breakthrough impossible. In contrast, Modernization theory believes in its possibility due to the modernization of socio-economic and political life of developing countries and their closer cooperation with developed countries, which is supposed to be a conscious and willing act of developing countries looking for ways to prosperity.

Thus, taking into account all above mentioned, it is possible to conclude that Modernization theory and Dependency theory are similar in their views on the modern world. To put it more precisely, both theories admit the leadership of western countries and their currently dominant position in the modern world, while undeveloped countries are characterized by socio-economic and political backwardness. At the same time, the two

theories agree that the cooperation between western countries and developing countries is constantly growing and leads to their integration.

However, it is necessary to underline that Modernization theory views such cooperation and integration as a conscious and voluntary act from the part of developing countries, for which modernization in the western style is the only way to overcome the existing backwardness, while supporters of Dependency theory argue that such cooperation and integration is imposed to developing countries by more advanced western countries, which simply attempt to benefit from their cooperation with developing countries and their westernization becomes a way of the establishment of control over and growing dependence of developing countries on developed ones.

Regardless, the existing differences, both theories still raise a very important problem of relationships between developed and developing countries and the dominance of western countries and western civilization in the modern world.

### **Summary of Literature Review**

The literature review has revealed what is on the ground concerning the challenges facing North-South collaborations. It establishes the significant role that Development Partners play in their quest of improving upon the quality education in Ghana. It also underscores the need for effective collaboration from Ghanaian counterparts and proper management of the financial support offered. Unfortunately very little (if not none) of the existing literature reviewed dealt with the challenges faced by Development Partners in Ghana. It is this gap that necessitated this proposed study into the challenges facing North-South Collaboration in education development in Ghana. Although much has been accomplished by other researchers in the

Educational field on other areas of improving and providing quality education in Ghana, the concept of analyzing the challenges facing North-South collaboration is still open to further investigations as research in this area remains limited

North-South collaboration in educational development is a new concept and challenge which focus on the development of integrated educational system, cultural system, technological and economic relationship that transcend national borders. North-South collaboration in education may have both negative and positive connotations. Supporters of the system see it as beneficial, generating fresh economic opportunities, cultural diversity and opening of an exciting new world whilst its critics see it as harmful, encouraging an increased domination and control of wealthier developed countries over the poor under developed countries. Despite these observations, North-South collaboration in education has a major impact on education in Ghana and it is for this reason that research questions three of this study was formulated to analyse the benefits Ghana derives from educational development collaborations with development partners.

Development is achieved through education. It should therefore be seen as a partnership business between development partners, the Government and the Community. It is for this reason that several Development partners have shown interest in Africa. The contributions of development partners in educational development in Ghana are therefore most welcome. In Ghana for example, development partners such as Unicef, DFID, USAID, World Bank, AfDB, NUFFIC and CIDA (just to mention a few) have shown great interest in supporting financially the educational



system and to engage the Government of Ghana in a strong collaboration on how to better its educational system. King (2008) explains that the overriding rationale for most North-South partnership has been to address capacity gaps in the South. He further explains that the learning and building of capacity within Northern counterparts has been mainly a by-product of trying to develop capacity in the South, rather than it being a primary aim in itself. This observation by King is factual in the sense that, the literature reviewed has created a better picture of existing educational development collaborations Ghana has with development partners and has informed the study on areas to focus on in order to have a meaningful understanding of the challenges faced in the process of the collaboration. It is also important to note the strategies used by development partners that seek first their organisational interests whilst efforts are made to satisfy the needs and expectations of the Government and people of Ghana.

The government, through the Ministry of Educational, has the primary responsibility for implementing the nation's mandate to educate the population and to create the human resource base that is an essential part of economic development. However, the government's goals for education are often not translated into clear objectives and programmes that respond to national needs. Internal factors that can impede the consonance between goals and programmes include inadequate management skills in the ministry, pressures from various constituencies, and private agendas of responsible functionaries. The result is often inertia for existing policies and plans, without consideration of how current resource allocations make these policies and plans unimplementable.

As mentioned earlier, development partners often have their own goals with respect to educational improvement. Uninfluenced by local pressure groups, they tend to be the most vociferous proponents for improving the efficiency and equity of education services. These goals are often reflected in the “conditions” attached to loans and grants for education, because local interest groups may prevent the open pursuit of such goals without pressure from outside. To the extent that donor pressure helps to make education more effective by reallocating budgets in favor of the most cost-effective classroom inputs or more equitable by increasing the access to education of the most disadvantaged groups, conditionality can be a useful tool in development assistance for education. Indeed, some of the conditionalities imposed need to be fully discussed in a real spirit of partnership before concluding any assistance packages.

## **CHAPTER THREE**

### **METHODOLOGY**

This chapter describes the research design that informed the study and provides detailed information on the population, the sample and its selection procedures, the data collection instrument and the data analysis plan.

#### **Research Design**

A qualitative research design was used for this study. Specifically, the Interpretive Phenomenological Analysis (IPA) as described by Reid, Flowers and Larkin (2005) was used. This method, according to the writers, aims to offer insights into how a given person, in a given context, makes sense of a given phenomenon. Usually these phenomena relate to experiences of some personal significance - such as the development of an important relationship. The study takes inspiration from the modernization and dependency theories of development. One key factor in Modernization Theory is the belief that development requires the assistance of developed countries to aid developing countries. North-South collaboration therefore falls within these two concepts of development.

I adopted the qualitative research because of the sensitive nature of the study. Since issues related to the utilization of internationally donated funds for project implementation have implications for donor decision for continuous support for projects in any country, I anticipated that it would not

be easy for participants within the Ministry of Education to volunteer information. I therefore felt the need for a research design that could create a natural scene for participants to talk about their experiences on the basis of trust. It is in this context that I found the qualitative research design especially interpretive phenomenological perspective more appropriate for the study. As indicated by researchers such as, Maykut and Morehouse (1994), qualitative research places value on context sensitivity that understands a phenomenon within a particular situation and environment. In general, it has its roots in social science and is more concerned with understanding why people behave as they do: their knowledge, attitudes, beliefs or fears.

Qualitative research allows the people being studied to give much 'richer' answers to questions I put to them and they provided valuable insights which could have been missed by any other method. I considered the approach to be flexible enough to allow me to discover new issues related to the research topic during investigations. In my view it had the strength of uncovering new ideas necessary for helping me to understand issues better.

### **Population**

The study covered different categories of people working in organisations that are involved in international partnerships in the context of educational development in Ghana. The target population included international Development Partners (North), the Government of Ghana (South). Under the Government of Ghana, the Ministry of Education and the Fund Management and Procurement Unit (FMPU) were used. For Development Partners, the focus was on DFID, USAID and AfDB.

## **Sample and Sampling Procedure**

Purposive and convenience sampling were the techniques used in the selection of participants, because those selected were expected to offer a meaningful perspective on the topic at hand. Purposive sampling starts with a purpose in mind and the sample is thus selected to include people of interest and exclude those who do not suit the purpose. According to Patton (1990) purposive sampling is a selection where subjects are selected because of some characteristics the persons possess and stresses the fact that purposive sampling is popular in qualitative research.

Respondents were chosen because they had particular characteristics which provided detailed exploration of the research objectives. It is important to note that it was not possible to draw statistical inferences from this kind of sampling method since, with a purposive non-random sample, the number of people interviewed was less important than the criteria used to select them.

A purposive sample is therefore one which is selected by the researcher subjectively. I attempted to obtain sample that appeared to me to be representative of the population and tried to ensure that a range from one extreme to the other was included. It was a non-probability sampling technique and may be subject to bias and error. I selected a sample based on experience and knowledge of the people sampled.

In this context, 15 people were interviewed. These were made up of three people drawn from each of the three Development Partners (DFID/AfDB/USAID), two from Ministry of Education, two from the Fund and Procurement Management Unit (FMPU) under the Ministry of Education and two from Universities/Polytechnics. The selected participants were

categorized into three covering officers from the local offices of the three development partners, officials from the Ministry of Education and FMPU and finally project coordinators from the Universities/Polytechnics.

In selecting the officers from the level of development partners, the quota sampling technique was applied. But at the Ministry of Education and the Fund Management and Procurement Unit (FMPU), purposive sampling approach was applied due to the fact that I needed officials who were managing developmental projects funded by development partners. This technique was also used in the selection of officials from the tertiary levels.

According to Reid, Flowers and Larkin (2005) sometimes the IPA study may draw on the accounts of a small number of people (not usually more than 15). Participants are sampled purposively because it was believed that they could offer a meaningful perspective on the topic at hand, and usually there is an attempt to construct a reasonably homogenous sample.

## **Data Collection Instrument**

### **Data Collection Method**

In deciding on methods for collecting data for the study, I examined what writers say about data collection techniques in qualitative study. Three main methods of data collection emerged as critical in qualitative studies:

*1. Focus group discussions:* For this method the researcher brings together a small number of subjects to discuss the topic of interest. The group size is kept deliberately small, so that its members do not feel intimidated but can express opinions freely. A topic guide to aid discussion is usually prepared beforehand and the researcher usually ‘chairs’ the group, to ensure that a range of aspects of the topic are explored. The discussion is frequently

tape-recorded, then transcribed and analysed. Example: Rutman (1996) explored the policy and practice implications of caregivers' experiences of powerfulness and powerlessness. She used group workshops to generate data. Brainstorming techniques were used to explore the 'ideal' care giving situation.

2. **Observation:** Data can be collected by an external observer, referred to as a non-participant observer. Alternatively, the data can be collected by a participant observer, who can be a member of staff undertaking usual duties while observing the processes of care. In this type of study the researcher aims to become part of the population being studied, so that he or she can develop a detailed understanding of the values and beliefs held by members of the population.

Sometimes a list of observations the researcher is specifically looking for is prepared before-hand, other times the observer makes notes about anything they observe for analysis later. For example, Johnson and Webb (1995) used observation to gather evidence about how value judgments made by staff and patients can impact on decision making. In this study, the researcher acted as a participant observer, working as a nurse on the ward while observing situations where nurses were faced with difficult moral choices. Observations were recorded as field notes and analysed for content.

3. **In-depth interviews:** Interviews use the same principle as a focus group, but subjects are interviewed individually, ideally in the interviewee's office. Interviews in qualitative research are usually wide ranging, probing issues in detail. They seldom involve asking a set of predetermined questions, as would be the case in quantitative surveys. Instead they encourage subjects

to express their views at length. One particularly useful technique is the critical incident study, in which subjects are asked to comment on real events rather than giving generalisations. This can reveal more about beliefs and attitudes and behaviour. The researcher may be able to obtain more detailed information for each subject, but loses the richness that can arise in a group in which people debate issues and exchange views. Example: Frederikson, et al (1996) used unstructured interviewing to explore family functioning and interpersonal relationships through the perceptions of women of Vietnam partners in New Zealand. The reasons they give for choosing this method include lack of adequate theory and definitions in the field to produce valid instruments for large-scale survey techniques and the complexity of the social interactions involved in the impact of post-traumatic stress disorder on families.

(<http://projects.exeter.ac.uk/prdsu/helpsheets/Helpsheet09-May03-Unlocked.pdf>)

After studying the methods above within the context of the objectives that I had outlined for the study and within the frame of the research questions, I found the three methods of collecting data suitable to my study. Moreover, they fitted well into the qualitative design within which the research was conducted. They were each used where necessary and this made the data collection much easier and simple. In addition to the interviews, relevant policy and unpublished research documents which were provided to me by some interviewees were analysed.



The semi-structured interview was used. This was due to the fact that semi-structured interview is qualitative with more attention on the feelings, opinions and attitudes of individuals who were interviewed.

Interview according to Sarantakos (1998) is a “form of questioning characterized by the fact that it employs verbal questioning as its principal technique of collecting data” (Sarantakos, 1998, p.246). Since I used a semi-structured interview technique, the interview questions were made available to selected participants and personnel and follow-ups were made to receive confirmations before the scheduled interview time. The semi-structured interview was used principally because it made it much easier for me to collect data. For example, the interviewer was able to explain questions to the interviewee. It also offered opportunities for misunderstandings by correspondents to be corrected. The interviewer was in a position to better observe the non-verbal communication aspect of the interview process. Sharp and Howard (1996), explain that, the interview instrument clarifies the meanings interviewees attribute to a given situation and helps the researcher see situations in the eyes of the participants.

There were however, some weaknesses in the use of the semi-structured interview process. Some of these included the fact that it was more time consuming than other methods and the possible biases associated with interviews may affect the results. An interview guide was prepared to guide me during the interview. (Appendix A and B). I was guided by Drever and Munn’s (1990) guidelines for using semi-structured interviews to draw out an appropriate guide. Drever and Munn’s (1990) guidelines ensured that, no important issue relevant to the study was neither overlooked, nor, escaped

my mind. Another important reason for the usage of the interview guide was to expose the interviewees to the same set of questions in order to bring out the consistency in the instrument.

The aim for carrying out interviews was to assess the impact of Development Partners' contributions to the educational system of Ghana and to come out with challenges or impediments in the way of such Development Partners. The interviews equally helped in establishing the different ways of how Ghana perceives North-South collaborations in educational development. All interviews were recorded with the consent of the interviewees.

The observation instrument which was in a tabular form for my use only, was mainly used to authenticate the responses of the interviewees. Becker and Geer (1970) argue that participant observation is the most comprehensive of all types of research strategies. They stated that an observation of some social events, the events which precede and follow it, and explanations of its meaning by participants and spectators, before, during, and after its occurrence. Such a datum gives us more information about the event under study than data gathered by any other sociological method. (Becker & Geer, 1970, p.133).

The advantage of the observation instrument is its ability to approach reality in its natural structure and to study and understand events as they unfold. However, it cannot offer quantitative generalisation of the results.

The Paris Declaration (2005) and Accra Agenda for Action (2008) are two important documents I deemed very necessary to consult. These documents provided information on the commitment of Development Partners

to continue to increase efforts in harmonisation, alignment and management of international aid to developing countries for results with a set of monitorable actions and indicators. The Accra Agenda for Action (AAA) reaffirmed the objective of strengthening partner countries' ownership of their development strategies.

### **Data Collection Procedure**

The following steps were taken in preparation for the data collection:

1. An introductory letter from Institute for Educational Planning and Administration (IEPA) (see appendix C) addressed to each category of the target population of this study was received and sent out.
2. For ethical reasons, I designed an additional explanatory letter indicating the topic of the study, the need to undertake the interviews in the said organization, and included a written assurance of total confidentiality of the process (see Appendix D).
3. In response to point 2, the Management of the said organizations, instructed selected officers to receive and grant me all the needed support and relevant information.
4. As I earlier mentioned, the interview guide, observation and focus group discussion were the main instruments used in the collection of data. All interviews were tape recorded with the consent of interviewees. Interviews were recorded in addition to the notes taken during the interviews. Each interview covered an average time period of ninety minutes per participant. The entire interview process covered a period of two months with some of the participants being interviewed at their own convenient time – that is, two of the participants were

interviewed during a weekend whilst two others were interviewed during lunch time due to their tight work scheduled.

Face-to-face interview has long been the dominant interview technique in the field of qualitative research. Its advantage lies in its social cues such as voice, intonation and body language of the interviewee. According to Adams, et. al. (1991), body language, mood and other observable expressions during the interview are useful to the research. These give the interviewer a lot of extra information that can be added to the verbal answers of the interviewee on a given question.

The value of social cues depends on what exactly one is looking out for. In this particular study, where the researcher wants to tap into the feelings and emotions of interviewees on the research topic, social cues are of extreme importance. In a face-to-face interview, there is no significant time delay between questions and answers because of the immediate reaction to questions – it is spontaneous and without any extended reflection. Interviews were recorded and notes were taken during the process. Follow up interviews (where necessary), were conducted to enable the interviewees to clarify things in detail. One project site of AfDB was visited and facts of the project ascertained. This enabled me to see an on-going educational development project and observe its progress.

5. Secondary data – I made a careful review of documents provided by interviewees. Existing reports, books, and journals from the library were equally consulted. The secondary data collection was done through contacting existing reports on DFID bilateral aid to Ghana (DFID Report, 2005) was also looked at. Other reports from the

USAID and AfDB on educational development projects in Ghana were looked at. A library search was carried out to identify related journals, books, and other development partners review papers on projects approvals and their newsletters.

### **Data Analysis**

The interviews were transcribed and the transcripts read in detail to determine the common trends in the responses within the context of the research questions. The main issues emerging from the transcripts were categorised into themes according to the research questions. For triangulation, I forwarded the categorisation of the emerging themes to two of my colleagues who offered to share their opinions on the themes that I identified. Changes were made where necessary.

In qualitative analysis, interviews, observations, documents and field notes are moulded into findings. The challenge here lies in making sense of massive amounts of data. This involved reducing the volume of raw information, sifting trivial from significance, identifying significant patterns, and constructing a framework for communicating the essence of what the data reveal.

I attempted to make sense of the interviewees' opinions on a given research question and to understand better the phenomenon under discussion. This led to a critical consideration of facts received in order to present a good interpretation of the data.

Data emerging from the interviews are presented in Chapter Four of this thesis and the findings summarized according to themes derived from the categorisation of the mass data collected. After transcribing the data, I

worked closely and intensively with the text for insights into the participants' experience and perspective of emerging issues. As the analysis developed, I catalogued the emerging issues, and subsequently began to look for patterns. These patterns are called 'themes'. Smith and Osborn (2003) argued that themes are recurring patterns of meaning (ideas, thoughts, feelings) throughout the text. The final set of themes which were quite comprehensive due to the triangulation work I did with my colleagues in order to ascertain the objectivity of identified themes were summarised. The interpretation of the results was based on majority views and prominent variables emerging from the outcomes. Since there are no absolute rules or formula for analysing data, I was expected to do my best with my intellect to fairly represent the data and communicate what the data revealed given the purpose of the study.

## **CHAPTER FOUR**

### **RESULTS AND DISCUSSION**

This chapter presents a detailed discussion of the results of the data analysis. The presentation begins with an overview of the study. After that, results of the data analysis are presented and discussed within the frame of the objectives formulated for the study and the research questions that informed the study. The discussion is supported by relevant literature drawn from the reviewed literature in chapter two.

The order of presentation in this chapter is as follows:

1. Overview of the study
2. Nature of North-South collaboration in Ghana within the Educational Context
3. Challenges of North-South Collaboration in Educational Development
4. Educational Collaboration Benefits to Ghanaians
5. Reinforcing Collaborative Responsibilities to enhance Educational Development in Ghana

The discussion of the above is supported by relevant literature drawn from the reviewed literature in chapter two.

#### **Overview of the Study**

As discussed in Chapter Three, I interviewed and observed three categories of people. The first category included three staff members drawn from each of three development partners (AfDB, DFID and USAID). The

second category covered two from Ministry of Education and two from the Fund and Procurement Management Unit (FMPU) under the Ministry of Education. The third category consisted of two project coordinators from the Universities/Polytechnics.

I carried out the various interviews on the above mentioned categories of people. In all, 15 people were involved in the interview session and so the analysis is based on all 15 respondents.

Four research questions were formulated to guide this study. These are outlined in Chapter One. The research questions sought to explore the nature and content of educational collaboration between Ghana and Development Partners; Contributions of Ghanaian Collaborators; Challenges associated with North-South collaboration and Benefits of the collaborations.

The main data analysis is based on the research instruments used (interviews and observations). The information that emerged is used in the discussion of each research question. The findings of each research question are thus presented below under themes:

### **The Nature of North-South Collaboration in Ghana within Educational Context**

Development partners see education as part of the core building blocks of human development and an essential part of humanitarian response to poverty eradication. One of the research questions that informed this study sought to explore the nature of the collaborations Ghana has with the North in educational development.

Research question one: *What is the nature of the collaborations Ghana has with the North in educational development?* The research



question explored the nature and content of educational collaboration between Ghana and Development Partners – particularly, AfDB, DFID and USAID. The question touched on the opinions of respondents on the nature and content of international aid to Ghana’s educational system. In the spirit of global solidarity, several development partners including individual philanthropic organisations have invested large amounts of funds in facilitating North-South collaboration in educational development. This covers all levels of the educational system – from the basic education through the secondary/technical and vocational to the tertiary levels.

As mentioned in Chapter Two, aids to education come to Ghana in several forms. These include Financial Aids (Grants and Loans at very low interest rates), Technical Assistance whereby, Technical Personnel are detached from developed countries or international organisations to train and share their technical expertise with Ghanaians to enable them take over a given project upon completion. It also comes in a form of non-refundable developmental funds attached to certain conditions which Ghana commits itself to once the funds are accepted. The assistance can equally be policy oriented. The amount and nature of assistance is a country-specific question. For example, the costs of improvements in the quality of education are also estimated by incorporating components of teachers training, curriculum development and improvements in examination systems and supervision.

Interviews held with three officials of the African Development Bank (AfDB) revealed that the Bank is currently into Secondary education Development. The focus of AfDB is on infrastructure improvement and expansion, equipment provision, teacher re-training, HIV-AIDS awareness,

school management improvement, maintenance and environmental awareness. It is currently building 25 Senior High Schools (SHS) for Ghana. According to the information gathered during the interview, the objectives of the development of Senior Secondary School Project in Ghana are to:

i. improve access to quality senior secondary education to Ghanaian Junior High School (JHS) graduates through the rehabilitation, expansion, and equipment of core academic facilities

ii. enhance the quality and efficiency of senior secondary education through two critical elements namely: enhancing the quality of teaching and providing textbooks to SSS students while improving the framework for ensuring adequate textbook availability for students in schools and raising greater HIV/AIDS awareness and prevention methods among the teachers and the students. Four sets of activities to be implemented are the design and delivery of in-service training courses to 5,000 teachers, the provision of textbooks and packages of teaching guides and aids to 25 schools, design and conduct HIV/AIDS and environment and awareness workshops and campaigns and design and conduct of in-service training workshops for educational inspectors.

iii. Another area of concern revealed by the interview touched on the improvement of the management capacity of the centralised and decentralised services of the Ministry of Education (MoE) and Ghana Education Service (GES). One interviewee commented as follows:

Bureaucracy at MoE delays operations and sometimes frustrates development partners. What Ghana needs is the training of its high and

middle level management in the MoE and GES in education planning, new technologies and methods of financial and accounting management for school systems. (AfDB Staff, interviewed on 10<sup>th</sup> August, 2009).

In addition to strengthening the management capacity at both MoE and GES, the AfDB involved in the establishment of a preventive maintenance system that will support the development of preventive maintenance in the management of SSS and foster its regular and adequate financing through the school management committees. It is for this reason that according to the interviewees, the Bank is provided Units of Account (UA) 1.08 million for the maintenance fund accounts for the 25 schools which is to be matched with counterpart funds equivalent of UA 1.08 million from the Government of Ghana (GoG). Other items such as maintenance tool kits for all SSS schools, the development of prospectus, handouts, reference and printed materials and delivery of maintenance training courses will be provided under the Project.

When asked where AfDB acquires its funds from, respondent said:

The Bank funds educational development projects through the African Development Fund (ADF) Loans and Grants. These are intended to meet all the focused activities and also provide technical assistance for project. The funds provided by the Bank under ADF for the Development of Senior Secondary Educational Projects (DSSEP) in 2004 are as follows: ADF loan of UA 20.0 million and ADF grant of UA 5.0 million respectively (AfDB Staff, interviewed on 4<sup>th</sup> September, 2009).

Information provided by respondents explained that, once a loan or grant agreement is approved by the Board of Directors of the Bank, the

signing of the protocols of agreement on the said loan or grant is subject to the fulfillment of the borrower's or the beneficiary's commitment to the general conditions applicable to the loan agreement and any protocol agreement relating to the activities of the Technical Assistance (if any) be explicitly established.

Respondents explained the conditions to the first disbursement of AfDB loans or grants to the MoE of Ghana. They mentioned that, the obligations of the Fund to make the first disbursement of the loan and the grant is conditional to the entry into force of the Loan Agreement and of the Protocol of Agreement and the fulfillment by the Borrower of the following conditions. (Ref. Project for building 25 SSS in Ghana).

- (i) Established the Project Core Implementation Team within GES, comprising of designated high-level staff from the Senior Secondary School Division, the Supplies and Logistics Unit and the Finance and Administration Divisions. .
  - (ii) Established a Maintenance Fund in a Special Account to be managed by the District Assemblies for financing the maintenance of SSSs
  - (iii) Opened, in a reputable financial institution acceptable to the Fund, and on terms and conditions also acceptable to the Fund, two separate Project Accounts into which the proceeds of the loan and of the grant shall be deposited
  - (iv) Provided evidence that Counterpart Funding equivalent to four months of government contribution to the Project has been deposited into a Project Account established by the Borrower for the benefit of the project
- Under the above conditions follows an expression of commitment to the

loan or grant by GoG. This includes:

- (i) Provide an undertaking to recruit, within four months of the date of first disbursement of the Loan and the Grant, an audit firm for the audits of the Project
- (ii) Undertake not to use Project Funds earmarked for school reconstruction, expansion or rehabilitation on any school situated on any land(s) that is not unencumbered real property owned and managed by the Borrower.

Indeed, what is interesting about the provision of financial assistance by development partners is usual the terms of the loan/grant. The repayment of the principal of the Loan/grant is spread over a period of forty (40) years, after a ten (10) year grace period commencing from the date of this Agreement, at the rate of one per cent (1%) per annum from the 11th to the 20th year inclusive and at the rate of three per cent (3%) per annum thereafter. Another respondent remarked as follows:

AfDB has funded three operations in Education I, II and now III. These have contributed significantly to the education system at Tertiary Level, Primary and now Secondary (AfDB Staff, interviewed on 10th September, 2009).

Ghana is one of the United States Government's most important partners in Sub-Saharan Africa. The US national interests in Ghana parallel those of the GoG and people of Ghana. These interests revealed during the study included, strengthening democracy, invigorating economic growth and improving the lives of Ghanaians by enhancing the quality of education and health services delivery. USAID/Ghana's programme is fully integrated with the U.S. Mission Performance Plan. USAID Ghana through consultation

process found that weak governance and slow growth continue to be the key constraints to poverty alleviation in Ghana. It therefore developed strategies that are more focused on supporting Ghana's ambitious poverty reduction strategy through strengthening governance systems and promoting private sector growth.

In 1990, USAID came in with support for the development of first Primary Education Programme. With the large-scale reforms and willing support from foreign development agencies, the Ministry of Education, it became evident, would require major changes in how the ministry managed activities supported by funding agencies and how it included agency participation in its policymaking process.

During the focus group discussion held with staff of USAID, a participant explained that the activities of USAID towards the development of education is now based on a result framework (blueprint) implemented through intermediate programmes. These programmes are the major concerns of USAID. They are:

1. Improvement of Access and Community Participation: offer support for complementary and alternative education services in underserved areas to increase enrolments, especially targeting girls.
2. Improve the Quality of Education by ensuring that children are reading at grade levels and strengthen the management of education services, particularly at the school and district level in order to ensure accountability for results.
3. Educational Governance: build community capacity to advocate for and contribute to school and teacher performance and combat the

spread of HIV/AIDS by increasing knowledge of the disease and the consequences of its transmission and fostering behaviour change.

He underscored the fact that all activities carried out are done in consultation with the Ministry of Education and the Ministry of Finance. According to him, the Ministry of Education has an Education Sector Plan which guides all educational projects. USAID has identified basic education as Ghana's greatest educational need. It therefore seeks to improve, strengthen and enhance the standards of basic education through its programmes.

Unlike the AfDB, USAID does not give loans. They provide grants and these grants are disbursed on cooperative agreements or based on bilateral agreement with the Government of Ghana through its Ministry of Finance. USAID explained that it identifies likeminded organisations and provides them with the needed fund in order to implement activities of common goals. The study brought to light the fact that USAID works directly with civil society organisations, the Government and other development partners to implement and achieve common objectives. Collaboration is therefore spread across these categories and USAID believes that in doing so, many Ghanaians can be reached.

USAID has developed strategies to support Ghana's poverty alleviation programme by improving governance. These include the Democracy Governance Strategic Objective which fully supports Ghana's efforts to create a democratic system which is more accountable and responsive to its citizens. It also has a strategy to support the Decentralisation Action Plan of the Ministry of Local Government and Rural

Development (MLGRD). These strategies according to USAID will empower communities and civil society organizations at the local level by building their capacity to influence local government's decisions on the key issues that affect their lives, particularly education and health. (USAID, 2004).

The basic education strategic objective focuses on improving the quality of and access to basic education. This strategy builds on the success and lessons learned in the 1997-2004 Country Strategic Plan (CSP). However, greater emphasis is placed on access, ensuring that Ghana's education system reaches an increasing proportion of school-age children, particularly girls in the northern regions of the country. According to USAID, the strategy continues to emphasize quality with a greater focus on reading with understanding as well as developing numeracy skills. This same strategy addresses the potential devastating impact HIV-AIDS could have on Ghana's teacher population and on both in-school and out-of-school youth.

The study revealed that DFID is Ghana's largest bilateral donor. Like the other organisations under this study, DFID has a country business plan (2009 to 2011) for Ghana which sets out how DFID will support the country particularly, its efforts towards improving upon the quality education in Ghana.

DFID joins Ghana's other development partners to gear developmental investments towards a common goal. In this direction, it has established a strong link to the Ghana Joint Assistance Strategy (GJAS) which was signed by 17 of Ghana's Development Partners in 2007. During the interviews, a staff of DFID indicated that:

A mid-term review of the GJAS has recently been undertaken to



enhance mutual accountability and improve adherence to Paris Declaration principles. Between 2005 and 2007, DFID provided more than £240 million in support of Ghana's poverty reduction plans (DFID Staff, 16<sup>th</sup> September, 2009).

Another interviewee from DFID informed the study by providing the following information:

In 2006, DFID agreed to a ten-year Education support programme of £105 million in line with the Abuja meeting recommendation between Development Partners. This was the first 10-year plan for Education in Africa. This achievement has resulted in long-term planning and predictable financing with 31% of the budget allocated to education.

In addition, DFID is investing £4 million as technical assistance over eight years (2006 to 2013) for three complementary strategic priorities:

1. Improving the quality of education.
2. Increasing gender parity and access to education for all.
3. Strengthening the links between schools, skills and employment.

We have drawn on evidence from DFID's research consortia (CREATE, RECOUP and EdQual) to inform the next 10-year education sector plan (ESP 2010 to 20) including strengthening policy on out of school children and skills for economic growth.

DFID has also committed £1.14 million from 2008 to 2011 to the NGO, School for Life, which is helping around 12,000 out-of-school children in northern Ghana gain access to formal basic education. (Dfid Staff, 16<sup>th</sup> September, 2009).

In 2005, DFID published its strategy for girls' education, *Girls' Education: Towards a better future for all*. The strategy set out the action DFID would take within the international community and with our partner governments in developing countries to maintain momentum on girls' education. DFID is supporting several initiatives on HIV and AIDS in schools. Some programmes have also directly tackled the related issue of violence against girls and women. In Ghana, the Primary School Action for Better Health programme, supported by DFID, has had an impact on changing behaviour among boys and girls that puts them at high risk of HIV. However there needs to be more consistency in ensuring that all programmes address the specific challenges girls face in reducing their risk to HIV infection. DFID is helping to narrow the funding gap for education.

As part of DFID's commitments to the financial support to the government of Ghana, DfID will support efforts to:

- a) Remove tuition fees and other barriers to access primary education as part of a comprehensive national plan that provides adequate financial allocations to offset direct and indirect costs of schooling for poor children.
- b) Strengthen community and parental participation in education policy, planning and budgeting processes.
- c) Develop mechanisms to monitor gender equality in the education system
- and d) Improve life opportunities for girls by ensuring that national plans include provision of right levels of basic and post basic education (among others).

### **Challenges of North-South Collaboration in Educational Development**

The challenges of North-South Collaboration in Educational Development were explored through Research Question Two.

Research Question Two: *What challenging factors are associated with North-South collaborations in implementing educational development agenda in Ghana?* This question explored opinions of respondents about the obstacles that impede the achievement of effective collaboration. I deemed this question relevant because effective collaboration requires commitment on the part of both parties engaged in the said collaboration. During the interviews, respondents valued educational collaboration as an opportunity to share knowledge, understanding and expertise, thereby opening upon new ways of looking at educational development.

### **Challenging Factors associated with North-South Collaborations**

About 90% of respondents during the interview agreed that collaboration with development partners to improve upon the educational system in developing countries such as Ghana is not only essential but it is a means of balancing power and acknowledging absolute interdependence. The remaining 10% were of the view that even though collaboration with external partners in educational development in Ghana is a necessity due to the financial supports Ghana has benefitted from it for its various educational reforms, the collaboration is sometimes seen as a political weapon to induce policy change and using education as a means of socializing target populations towards accepting Western hegemony (Altbach & Kelly, 1978; Carnoy, 1974; King, 1991; Watson, 1982).

At the *policy* level partnership is attractively simple and economically sound, where resources are pooled. At the *local* level different skill mixes are pulled together to promote health or safer communities, while at the

*individual* level partnerships can deliver support to individuals, enhance self-esteem, or change community norms (El Ansari & Phillips, 2001).

While collaboration has been an integral part of research for a long time, the nature of collaboration appears to be evolving from one of conducting research within institutions to newer areas necessitating partnerships across institutions and increasingly context (e.g. academic, government, private industry). This type of interdisciplinary/multi-contextual collaboration has stoked the pace of research and encouraged the development of innovative and groundbreaking strategies in investigating increasingly complex areas.

The findings of the study revealed that, there are a number of factors driving the trend toward increased collaboration. Most of the identified factors during the study involve addressing a genuine need toward the rapidly changing context of research. This section discusses the justification for collaboration and their impact on the Responsible Conduct of Research (RCR). These include:

1. Preferences of funding sources
2. Demand for expanded capacity
3. Division of labour
4. Ability to share resources
5. Opportunity to learn from other disciplines
6. Risk management
7. Opportunity to engage in collegiality
8. Opportunity to lend credibility and validity to project
9. Technological advances facilitating communication

## **Preferences of Funding Sources**

Funding agencies, such as development partners and private foundations, are increasingly structuring request for proposals (RFP) to favour the involvement of interdisciplinary research teams. They now support projects that ask for researchers in different disciplines to work together.

Some funding agencies encourage collaborations that foster a cross-fertilization of ideas and methodologies (Collaborative Research Grants, 2005). As one funding agency noted the observation made by Link (2005) which indicated that by bringing together some of the best and most creative minds in the country, new technological challenges can be tackled; business can go on to develop innovative and commercially successful products, processes and services, and other benefits would be achieved such as a positive impact on the environment.

Thus, research teams comprised of members, each with an expertise in a relevant discipline, may offer greater options in obtaining research funding. Additionally, universities are increasingly supportive of focusing on collaboration between researchers who offer different and complementary perspectives, knowledge, experience, and skills that can result in innovative approaches to problem solving.

## **Demand for Expanded Capacity**

According to Shamoo and Resnik (2003), contemporary research requires a great deal of collaboration among scientists. Collaboration can address the demand for expanded capacity that is required of research projects demonstrating suitable scope and complexity. Some research

questions can only be addressed in this manner. It is noted that breakthroughs are often more likely to come from collaboration across disciplines than by adherence to tried and true methods (RCR Internet Instructions, 2005). Collaboration is well suited to investigating research questions that cross over the parameter of multiple disciplines. Investigators, working on the same research team, may be studying different aspects of the same problem.

A research project may cover a wide range of methodology, technology, product and sector areas through a number of programmes. For example, the U.S. Agency for International Development, (USAID) recognized the importance of strengthening the educational sector of developing countries to build a firm base for human capacity building (Collaborative Support Programmes, 2005).

### **Division of Labour to Complete Tasks in a Timely Fashion**

I noted that, collaboration can be useful when devising a division of labour scheme to complete project tasks in a timely and efficient manner. This is particularly important when tasks are sufficiently differentiated to require orchestrating efforts with collaborators having diverse research interests, skills, and specialization. For example, in the sequence of research activities, some members of the team may engage in data collection, others may specialize in data handling and preparation, and yet others may perform data analysis and reporting. Given the nature and demands of each project, certain specialized tasks will remain in the domain of select experts, while more generic tasks may be shared by others. By dividing the workload according to collaborator skills, completing the work may become more manageable. A tacit assumption and expectation from the practice of 'division

of labor', is that since each assigned activity targets team members with the appropriate experience and expertise, the tasks will be performed with greater efficiency. This scenario holds true when it comes to North-South collaboration in educational development. Development partners release their experts to assist, for example, Ghanaian collaborators. As they share interest and knowledge on a given educational project, it facilitates the implementation and objectives are most of the time well defined and roles clearly specified.

### **Ability to Share Resources**

One important justification for collaboration is the enhanced ability to share and exchange resources. Resources have been defined by Shamoo and Resnik (2003) as data, databases, ideas, equipment, computers, methods, reagents, cell lines, research sites, personnel, and many other technical and human resources (2003, p.13). Benefits from collaboration may include cost savings, and the potential to facilitate educational progress. An example of this is the exchange programmes development partners have in universities in Ghana which enable Ghanaian lecturers to further their studies overseas.

Another example of a mutually beneficial arrangement of sharing resources would be a research team, seeking to improve upon a particular medical or social intervention, agreeing to collaborate with another research group that can provide access to a study population or database. Both parties may stand to benefit from this sharing of resources.

### **Opportunity to Learn About Other Disciplines**

Educational collaboration according to the study provides opportunities for researchers to learn how approaches from complementary

disciplines may be applied to existing problems, and lead to the development of innovative solutions. This occurs when discussions among collaborators stimulate new ideas. Collaboration between academia and private industry, for example, allows participants to see real world application of research. These types of collaboration may result in social and economic benefit to society at large.

### **Risk Management**

Risk management is defined as decisions made to accept exposure or to reduce vulnerabilities by either mitigating the risks or applying cost effective controls (UTMB Information Services, 2003). I noted that educational collaboration between the North and South is viewed as a strategy for the risk management of educational development projects. This is due to the fact the developmental projects may knowingly or unknowingly expose both partners to some degree of danger, which if not well managed can hamper the progress of the project. Collaborative partners differ in their experiences and expertise of risk management skills for relevant areas. But collaborators must comply with government regulations to inform and provide the needed assistance in a constructive manner and ensure that risk management procedures as laid down by both parties are followed.

### **Opportunity to Engage in Collegiality**

Research has revealed that, collegiality represents one of the four norms of science. Its function is to maintain a social environment promoting cooperation and trust. Shamo and Resnik (2003) further note that researchers who treat one another as colleagues are more likely to trust one another to cooperate. In pursuit of a common goal, both parties engage in



collegiality and treat each other with respect providing constructive criticism as well as assistance (Shamoo & Resnik, 2003).

In explaining how he values the educational collaboration between USAID and Ghana, a staff at USAID had this to say:

We see collaboration as a mechanism to promote greater collegiality between the MoE, GES and other development partners. This can be particularly useful in opening dialogue between us from distinctly different disciplines where previous educational efforts were in divergent and perhaps unrelated directions. Collaboration is useful in establishing innovative alliances between our team and the government of Ghana. These alliances can result in long term relationships benefiting society, with broad-based economic interests. (USAID staff, interviewed on 9<sup>th</sup> October, 2009).

### **Opportunity to Lend Credibility and Validity to Project**

The over dependence of the South on the North presupposes that one acknowledges the fact that the North has more to offer. This according to the study is one of the factors that emphasise the importance of collaboration. Indeed, collaboration is beneficial when experts involved have more experience in a desirable area of an approved educational project. This experience could include a history of successful proposal submissions, insightful and innovative approaches to problem solving, and significant publications in the field. Collaboration with such experienced partners can lend credibility and increase validation to most project and may increase the chances of a successful submission. This alliance can both facilitate

successful ongoing educational development efforts as well as future collaboration.

### **Technological Advances Facilitating Communication**

Educational collaboration has been increasingly facilitated by advances in communication technology. The ability to learn about the work of others has greatly been enhanced by access to online databases. All development partners under this study (AfDB, USAID and DFID) have all contributed positively to ensuring that the Ghanaian child in school has access to computer technology. They have supplied and furnished schools with computers and related accessories and have equally offered financial assistance for the training of teachers in this field to be able to help their pupils. At the tertiary levels, computers have been provided by development partners and an example of such assistance is the main library of the University of Cape Coast which was funded by the African Development Bank and in addition, the computer department was equipped. Databases from numerous disciplines and up-to-date information can be shared among various universities as well as opportunities to search past publications have been made possible. Relevant information can be obtained or exchanged through phone, e-mails, faxes, teleconferencing, or through institutional/individual websites. Researchers are better able to learn about each other's works as well as sustain collaborative efforts as a result of available communication technology (RCR Internet Instructions, 2004). However, while collaboration using these technologies can be more efficient, save time and resources, and provide a sense of immediacy in responding to queries, researchers should be wary that use of communication technology

may not guarantee better communication. Reasons for this may include the fact that lack of electrical power makes it practically impossible for effective communication to go on.

### **Major Focus of the Collaboration**

All the development partners under study (AfDB, DfID and USAID) have collaborative commitments in all sectors of the Ghanaian Educational system. They have financed projects in the basic education, secondary/vocational/technical and the tertiary sectors of education in Ghana. The information provided here is based on documentary sources and interviews with Bank staff and country officials during my visit to AfDB and the Ministry of Education. Two lending projects were examined in education, one lending and one non-lending project in gender equity, and one lending project in poverty alleviation.

The macroeconomic environment in Ghana has fluctuated since Independence with periods of high inflation, public financial constraints - which have made project implementation difficult - and little private sector investment. The Government has vigorously pursued education sector development plans with the assistance of external support, and the education sector *per se* has improved.

Ghana is still estimated to have more than one million children not attending primary school (Ankomah, Koomson, Bosu & Oduro, 2005). The task of catching up with the years of missed educational opportunities, while striving to achieve the Millennium Development Goals of education for all with gender parity, places a huge challenge on the Government.

*AfDB Sector Strategy and its Relevance:* The Bank and Government policies and strategies are essentially congruent. They aim at improving human capital in order to increase economic growth and reduce poverty. However, at the level of implementation, the Government wishes Bank interventions to become an integral part of the Sector Wide Approach (SWAp), whereas the Bank is still maintaining a project-based approach. The Bank's education policy is in line with other lead donors such as World Bank, but the policy is hampered at the operational level, and is challenged by specific problems, such as the substantial brain drain and general lack of qualified teachers. The Government leads the sector coordination with respect to policy dialogue together with World Bank and DIFD as the most active development partners. The Bank has not fulfilled its potential role in the process of developing Ghana's education sector policies and strategies.

The overall evaluation combining interventions and other key areas was satisfactory, although there was room for improvements. The main lessons learned are that lack of National Bank representation constitutes a missed opportunity for the Bank to participate in ongoing education sector policy dialogue between the Government and Development Partners; a participatory approach improves the project efficiency and impact; and dedicated staff managers and task managers, political support, beneficiaries' involvement as well as effective participation are likely to improve the implementation of planned outcomes.

The implementation of the Poverty Reduction Strategy was on course in Ghana's strategic development plans where the Government had sought targeted education as the key to poverty reduction. The education programme

seeks to enhance access and to improve quality of free and compulsory universal basic education. Part of the programme is to improve the human capacity in the education sector and teachers are being trained (more than 6,000 in 2002 and a target of 18,000 in 2003) (AfDB Report on Ghana, 2005).

### **Modalities for the Delivery of External Aids to Boost Education in Ghana**

In reviewing the different forms of educational collaboration that exist between Ghana and its development partners, it is important to examine the modalities for their delivery. Partnership can be defined as a collaborative relationship between two or more parties based on trust, equality, and mutual understanding for the achievement of a specified goal. Partnerships involve risks as well as benefits, making shared accountability critical. According to the study, development partners do engage the services of MoE, GES and the MoF in a continuous consultation before concluding on an educational development programme. Development partners have what they refer to as operations manual and country strategic paper. These serve as guidelines for their operations in Ghana. Development partners explained during the interviews that, they do not impose any project on their Ghanaian counterparts.

The modalities for the delivery of external aid as a collaborative measure to education development in Ghana differ from organisation to organisation. AfDB for example, has not joined the general “basket” system of funding projects in Ghana. This is a system where some development partners have agreed to put their financial resources together to fund projects

of common interests and goals. AfDB has its own procurement rules and regulations which Ghana is expected to follow religiously once a project is funded by AfDB. This simply means that the Procurement Act of Ghana is put aside. Unfortunately, the procurement regulations of AfDB may not necessarily favour the working environment of Ghana.

USAID and DFID are members of the common basket system but again not all funds are released into that basket as they fund other educational projects directly. They also indicated that, NGOs with common goals are provided with the needed funds and assisted to have their programmes implemented.

Funds from development partners are released to Ghana in phases depending on the project proposals and the budgetary implications. They prefer to deal directly with the Ministry of Finance and Ministry of Education rather than individuals. Whilst AfDB and DFID provide loans and grants to Ghana, USAID provides only grants. In all cases, there are specific conditions attached.

### **Challenges of the Collaborations**

Ghana is perceived as one of the most stable countries in West and Central Africa in recent years. Despite significant regional inequalities, it is one of only eight African countries on track to reach the poverty MDG target. DFID has played a major role in Ghana's development (DFID Country Programmes, 2006). In spite of this fact, Development Partners and Donors Agencies face certain serious challenges which need to be attended to. These include:

1. The fact that the Country Strategy Paper (CSP) and the Country Assistance Programme (CAP) are prepared to reflect policies from DFID headquarters instead of tailoring those policies to the needs of Ghana. The content and nature of educational programmes are issues that need to be seriously looked at by both parties as these often raise conflicting issues in the interest of the cooperation. The reason attributed to this was that DFID has its obligations towards funds voted by its government for specified projects and so Ghana in order to benefit from these funds is obliged to go with the conditions attached to the said fund in order to avoid having DFID to return the unused funds. This is the same when it comes to the funds provided by USAID and AfDB. For USAID, all unused funds will have to be sent back to Congress whilst AfDB's returns its unused funds to the coffers of the African Development Fund (ADF). A staff of AfDB had this to say during the interview:

AfDB does not impose any educational project on Ghana, it is so unfortunate that if ADF funds received for developing countries indicate that the fund should be used to fund tertiary education projects, we will only look for tertiary education projects. If Ghana happens to have a project and it is seeking for funds, why not? But if at that time, Ghana has no tertiary education projects, we look out for other developing countries. In short, ADF dictates the kind of educational project to finance with its approved funds. (AfDB staff, interviewed on 9<sup>th</sup> October, 2009).

2. The inability of Ghanaians to prepare and present good educational

project proposals for funding. This leads to very few of the proposals attracting the interest of development partners. An official of USAID remarked that *“Ghanaians are not very good at preparing project proposals – they are fair or rather, they have no time. But as we keep assisting them, some of them pick up fast”*. He further explained that a well designed strategy for education development is a key ingredient in the government's control of human resource development in its effective implementation and so there is a need for the Government of Ghana to train officers at the Ministry of Education on how to prepare good project proposals to attract funding (USAID staff, interviewed on 25<sup>th</sup> November, 2009).

3. Funds approved for educational purposes are sometimes diverted into other sectors of the economy. I observed that this is simply a case of misapplication of funds which according to the study, brings about other complications.
4. Due to misapplication and misappropriation of funds, educational funds do not reach their designated beneficiaries. Research questions three touches on this particular issue.
5. Lack of political commitment and conflicting priorities which often results in misallocation of existing resources. Lack of political will to incorporate research findings into policy initiatives and enforce the implementation of such initiatives.
6. Another area of concern was how effectively the money is spent and



accounted for. All parties interviewed complained about the lack of a proper monitoring and evaluation system that holds project coordinators responsible and accountable for any mismanagement. Development partners mentioned the unnecessary involvement of top government officials (Ministers) in project execution which most of the time, delays the process unduly and the role of the project coordinator is not well defined due to the presence of a top official in the team.

7. Poor conditions of service for the Ghanaian teaching staff have unfortunately caused a severe brain drain by trained teachers leaving the education sector. The Government has had to face the daunting problem of the brain drain in the education and health sectors.
8. Absence of reliable and consistent database for targeted planning creates difficulty in getting reliable data to inform quality decision making. Related to this is the absence of consistent methods for calculating resource requirement projections and their enhancement to commensurate with emerging needs and technologies of knowledge-based societies. (Ankomah, Koomson, Bosu & Oduro, 2005)
9. Mistrust on the part of both partners in the North-South collaboration is a major challenge. Mistrust can either be internal or external. Internal mistrust usually reflects on issues of sabotage within the country to frustrate the progression of educational projects. External mistrust refers to the kind of doubt that sometimes Ghana has on the real intentions of development partners.

10. Sometime, some project interventions are implemented in periods with high inflation and currency fluctuations in Ghana, and this affects the plans and budgetary allocations. Planned interventions therefore experience considerable delays as well as problems with quality at entry, both of which leads to cost overruns and necessitate reallocation, or the abandonment of the said intervention.
11. The poor workmanship led to increased maintenance costs for education institutions plagued with few resources and this hampered sustainability. These problems troubled both education projects, especially the Tertiary Education Rehabilitation Project. Both interventions experienced lack of effective communication with the Bank, as well as a low degree of participatory process in the project cycle.
12. The heavy dependency on donor support by Ghana cannot be ignored.

### **Educational Collaboration Benefits to Ghanaians**

Educational collaboration is a must do venture for the achievement of quality education and poverty reduction in Ghana and indeed Ghana has for the past 23 years succeeded in reforming and improving upon its educational system. However, within the context of this research, it was not clear which benefits received from the three international organizations under the study, Ghana has benefitted. The following research question was therefore used to explore the benefits enjoyed by Ghanaians:

Research Question Three: *In what ways does Ghana benefit from educational development collaborations with development partners?*

It was amazing observing and listening to the reactions of interviewees on research question three. Whilst majority of interviewees drawn from the three organisations under study valued the immense contributions of their outfits to the success of educational development in Ghana, Ghanaians interviewed at the Ministry of Education and at the Funds Management and Procurement Unit of Ghana (FMPU) had different stories to tell. One Ghanaian interviewee had this to say:

Ghana has a Procurement Act for its business transactions. Yet, some of these organizations under study impose their own procurement procedures and insist that any financial aid offered to Ghana by them must be disbursed according to the said procurement procedures. What is this? Why should a donor step over our country's Procurement Act? (Head of Department, MoE, interviewed on 9<sup>th</sup> October, 2009).

In explaining the actual disbursement process of some development partners, a staff from the FMPU explained that development partners are investing large amounts of money in educational projects and programmes in Ghana and they want to be sure that their investments are well-spent. Given weaknesses in management and administrative skills and the disincentives for local officials to ensure that monies are used for their intended purposes, strict and complicated procedures for procurement and disbursement have been instituted by development partners. He continued by indicating that, often, to avoid delays in the beneficiary's normal payment procedures, external funds are used to make direct payments to suppliers, or are disbursed through special accounts. Such procedures, while speeding up disbursements, often have a counterproductive effect on the sustainability of projects as they

tend to weaken the internalization of projects in the government's programme. (FMPU staff, MoE, interviewed on 14<sup>th</sup> October, 2009)

He equally indicated that sometimes overly complicated development partners requirements, unfamiliarity and misunderstandings with these procedures locally, incompatible procedures between government and donor systems and among development partners, slow processing of documentation, and local control conflicts have produced repeated and significant delays in project implementation in the country. He said this causes three basic problems: First, valuable management resources are spent on resolving procedural and bureaucratic issues rather than core sectoral problems related to delivery of quality educational services. Second, delays negatively affect suppliers and ultimately drive up the cost of doing business, as the cost of such delays is eventually reflected in tender prices. Slow contracting and payment procedures can be devastating for small scale suppliers or for suppliers in high-inflation environments. Third, delays also negatively affect motivation of field staff charged with implementing the programme or project and of beneficiaries expected to participate. (FMPU staff, MoE, interviewed on 14<sup>th</sup> October, 2009)

Another Ghanaian interviewed remarked as follows:

Ghana has benefitted a lot from educational collaboration with the North but there were always strings attached. The conditions of most of the collaborations benefitted the donors more than us!" (Project Coordinator, Accra Polytechnic, interviewed on 4<sup>th</sup> November, 2009).

I gathered that, in matters of educational development in Ghana, the Ministry of Education and development partners engage in a concerted effort

to strategize an educational development plan which serves as a guide to various projects that are financially supported by development partners. Over the past years, the GoG developed an Education Strategic Plan for 2003-2015 in close coordination with development partners including USAID, AfDB and DFID. Similarly, development partners engage fully MoE officials in designing educational development projects and programmes.

Development partners emphasised on investment that raise the productive potential of Ghana's citizens and enterprises and that help integrate Ghana's economy into the global marketplace for goods, services and capital. Educational collaboration between Ghana and the North was seen at several different levels within the Basic Education, Secondary Education (including vocational and technical) and Tertiary Education. It was explained that the collaboration begins right from the level of identification of a project or programme to its financing and implementation.

### **Impact of North-South Collaboration in Ghana's Educational Development**

Despite the above comments, Ghana has had its share of the cake when one assesses the impact of the contributions made by the organizations under study. They have contributed to the issue of effective learning in the ongoing quest for quality and high standards for education provision in Ghana. The research revealed that technical and financial assistance provided to Ghana by the organizations under study has contributed positively to the achievement of the MDG 2 (Universal Primary Completion). Due to various programme

interventions by development partners, Ghana has made great strides in enrolment of children in school.

In appreciating some of the benefits derived from North-South collaboration in education, it was emphasized that the collaboration enabled the curbing out of skills deficiency through short-term training opportunities that educational project provided. It was hoped that more training opportunities would be made available so that more Ghanaians would broaden their knowledge and perform better their duties. One interviewee noted that:

The training given exposes the Ghanaian trainee to new ways of doing things - change in training methods to meet the needs of the world of work and the industry (Project Coordinator, Accra Polytechnic, interviewed on 4<sup>th</sup> November, 2009).

I gathered from the study that objectively, one can comfortably talk about five major benefits from North-South collaboration as it appears in Ghana. These are:

1. Political benefits. Collaboration in education has increased civic participation in community activities and local politics. Ghanaians have acquired additional knowledge and are able to contribute constructively to issues pertaining to educational development in the country and in the communities. As development partners collaborate by releasing Technical Assistants to work directly with Ghanaians, they are able to impart knowledge to them and to share their experiences on common issues. One interviewee observed that:

For any educational reform implementation to be successful in the country there must be a high-level political leadership. ... It is through North-South collaboration that most of the time our leaders broaden their knowledge in order to add to what they acquired at the university. They go on exchange programmes ... you know what I mean. (FMPU Staff, interviewed 23<sup>rd</sup> November, 2009).

2. Self-esteem and empowerment. Education does not only develop a child but it equally empowers him/her. It offers the individual a widening range of choices in life and access to other rights. Collaboration across borders was perceived by interviewees to be particularly influential in facilitating international outreach and engagement with other cultures.
3. Economic benefits. Vocational/Technical Education or even higher level education prepares the citizens for the world of work. Once the needed equipment for training and financial support is received from donor agencies with a strong team of expertise, Ghana stands the chance of enjoying better economies of scale and improved economic development across all sectors. The study revealed that, if for example teachers and head teachers are given the needed training and better conditions of service with an enabling learning environment, there would be improvement in teaching and supervision. Commenting under this point, one interviewee noted:

Teacher support systems and community support are crucial for improving the educational system in the country (USAID staff, interviewed on 25<sup>th</sup> November, 2009).

4. Cultural benefits questioning attitudes and norms. One major factor which promotes educational development in the North is its effective time management system which runs across all sectors. In Ghana for example, punctuality is far from being achieved. Time management is practically non-existent and traditionally accepted as the saying goes “Ghanaian time” meaning lateness to any function is acceptable by all.
5. Social benefits which has to do with the acquisition of better knowledge of healthcare, family planning and HIV/AIDS prevention. It also offers a higher chance of parents educating their children.

In the final analysis, most of the Ghanaians interviewed anticipated benefits largely in terms of what they could gain from the collaboration with Development Partners and not so much in terms of what Ghana could offer as a major actor.

Educational collaboration has so far, according to the study, impacted positively on all sectors of the Ghana’s development. The perceived benefits of collaboration in the field of education stress on capacity building in both North and South. The collaboration appears to be based on a strong mutual interest, where both parties have something to gain. This raises the ethical issue of collaboration in terms of “give” and “take” which ends up in portraying the level of dependency of the South on the North.

Over the past few years, the Ministry of Education with the support of development partners, has designed systems which will improve pupil



learning. The Whole School Development concept, which is the government's structural vehicle for delivering reforms at the school level, has been operationalized.

### **Reinforcing Collaborative Responsibilities to Enhance Educational Development in Ghana**

In addition to the question on benefits of the collaboration in educational development, I was concerned with how Ghanaians can enhance their benefits in international collaborations. A question was therefore posed to examine what can be done to achieve this. This was informed by Research Question Four.

Research Question Four: *What can be done to ensure that Ghanaians enhance their benefits in international collaborations?* Common themes that run through all the interviews under this particular concern were: Access, equity and welfare; Quality of Education; Development Partnership; Education Management and Education Finance

#### **Access, Equity and Welfare**

Interviewees commented on the disadvantaged groups in the society (gender, health, out-of-school children, remote, special needs, refugees and adult non-literates) and concluded that education policies should address issues beyond enrolment. It also focused on the effectiveness of welfare related expenditures.

All participants expressed the opinion that it is important for the Ministry of Education and the Ghana Education Service to collaborate with other sectors such as Ministry of Health, Ghana Statistical Service (GSS), National Identification Scheme (NIS); Department of Social Welfare and

Ghana Federation of the Disabled etc. to get disaggregated data on those with special needs. The MOE should also formalize collaboration with NGOs, providing complementary education through signing agreements. Participants believed that, by so doing, disadvantaged Ghanaian will be reached.

Participants noted that it was important to conceptualize an effective welfare system to include all factors that promote access to education for all learners. Guidelines, models and standards on school facilities, safety, health and other standards in education need to be formulated/updated and enforced. This should cover inclusive education.

Staff interviewed from offices of development partners under the student remarked that the Planning, Budgeting, Monitoring and Evaluation Office (PBME) of MOE should emphasize the use of Net Enrolment Ratio (NER) which gives a better picture of out-of-school children by 2012. Identify locations of out-of-school children and collate data on them. This will enable the determination of where Ghana is. It should capture status and distribution of infrastructure, welfare items, safety issues and other logistics which will indicate where to go. Ghana should try to work in partnership with more international partners in order to adapt standard education access indicators.

They further explained that there should be clear indicators addressing access to education for learners with special needs. In policy debates on Inclusive Education, inputs should be tapped from the Ghana Federation of the Disabled and other stakeholders and interest groups. They also underscored the need for a mechanism for identifying and supporting these

interest groups and there should be programmes designed to encourage them to excel. Ghana will enhance its education system through the building of capacity of teachers to work with all learners with special needs. It should look at how to resource schools in deprived areas to retain gifted children rather than sending them to the 'endowed schools'. One participant had this to say:

The welfare of teachers should be closely related to the level of deprivation in the location of service and to their performance levels. Objective criteria for targeting the welfare of teachers should be situated in the context of promoting access, equity and welfare of all students (USAID Staff, interview on 25<sup>th</sup> November, 2009).

### **Quality of Education**

'Quality in education' is the desired outcome of an education process. There is quality in education when teaching and learning results in the acquisition of knowledge, values, attitude skills and competencies that are relevant and impact on the individual child and the society for social and economic development.

A staff at FMPU during the interview was of the view that Regional/District Directors should be required to address imbalances in staffing in their schools. He further stated that teachers should be adequately motivated to improve upon their attitude and commitment, e.g. approved allowances should be paid without undue delay. Existing and on-going teacher development plans, policies and (cost-effective) programmes should be implemented, sustained, strengthened and improved. The interviewee also expressed the view that Government should extend funding to non-formal

education to ensure consistency and sustainability of programmes and activities that enhance quality.

Moreover, in the opinion of the said interviewee, National Standards at various grades and levels should be set and used to evaluate performance. Planning, supervision, monitoring assessment and evaluation systems should be strengthened by building capacity and empowering heads of schools, introduction of school and district report cards and enforcement of accountability systems like staff performance appraisal should be of great importance.

### **Development Partnership**

The study revealed that Development Partners are not only recognizing the scale and complexity of the challenges in the educational sector but continue to remain committed to assisting the education sector in understanding and addressing these challenges. The Education Strategic Plan (ESP) 2006-2015 which turns to be a reference paper educational development, guides educational sector programmes and assist in making sure that it tackles them in a realistic and relevant manner.

The DPs' commitment to the Paris Declaration (2005) and the Accra Agenda for Action (2008) manifest itself in three critical ways: One is an increasing trend to provide support to the sector through budget support programmes. This requires targets for budget support to focus on the most critical issues of the sector. Secondly, key strategic objectives are translated into tangible budgeted programmes and, thirdly, institutional innovations, such as the performance agreements or the school report card system are mainstreamed.

## **Education Management**

Development partners have expressed the need for a decentralization of authority in the educational system. For this reason, there is a strong focus on strengthening, standards, management and accountability processes to assure improved educational sector performance (quality equity, transparency, accountability and effectiveness). The study touched on the need to draw a roadmap for decentralization with its cost implications. It is expected that further thought and clarity be given to roles and responsibilities at various levels including: the MoE, the GES, the Regions and Districts, the District Assemblies.

The important roles played by teachers in education management cannot be ignored. The study revealed that teacher policy on supervision should include deployment, retention, motivation and be addressed under decentralization plans (e.g. with the District Assemblies). Issues of enforcement of existing policies as well as the re-introduction of tested approaches e.g. performance appraisals, linking these to actual performance and then promotions and rewards. Development Partners, offer refresher training course and other programmes which teachers benefit a lot from. When training programmes are well planned and managed, teachers are able to offer excellent services in their respective schools.

## **Education Finance**

The provision and financing of education, especially primary education is a responsibility of the public sector. Reasons for this range from the impact of market imperfections and the role of education as a merit good which justifies support over and above private individuals' judgment to be

necessary for themselves or their children. As a result, education at the primary level around the world is government funded. Levels and systems of education are linked to outcomes of education. In any case, the adequacy of resource allocation is one of the criteria for judging systems of educational finance. One actually wonders how effectively the funds provided by Development Partners are spent. Efficiency is usually judged in terms of cost effectiveness which is linked to the yield of educational outputs relative to consumption of real resources by educational institutions.

With respect to Education Finance, the Education Strategic Plan is implementable. The plan makes the following recommendations to ensure efficiency/cost savings by reducing the unit cost of education, redistribution of expenditure within the sector, raising additional finance

1. Increase Pupil-Teacher Ratios (PTRs) at various levels and use the revised PTRs for the deployment of teachers to achieve a better teacher distribution (urban/rural, between and within districts) taking into account also the distribution of different categories of teachers.
2. Ensure a comprehensive census of education sector staff to weed out all “ghost” and “unutilized/ underutilized” staff.
3. Overstaffing appears to be more in JHS. There is the need for rationalizing courses with low enrolments.
4. Districts offices are overstaffed. Establishments need to be set up to reduce staff and re-deploy the excess.
5. Review the establishment for non-teaching staff in all education delivery sectors.

6. Intensify the support for distance education and continue to phase-out programme for specialized areas. The GoG should also introduce the Open University as soon as possible.
7. There should be continuation of subsidies. For Example for BECE after one re-sit, subsidies are not given for subsequent re-sits. Private schools students should receive the same subsidy for BECE.
8. Boarding should be maintained at full cost with subsidies provided for those who cannot afford to pay. Ability to pay should be considered under a Means Testing. Scholarships should particularly support students in science and technology.
9. Reduce cost of Senior High Schools by rationalizing programmes offered to achieve a better use of teachers and physical facilities (not all schools should offer all programmes).
10. Key measures should be put in place to reduce the level of government spending on the tertiary sub-sector including the charging of realistic fees and the granting of scholarships especially in the areas of science and technology and make available low-interest loans to meet subsistence costs, foreign students to pay full economic fees and subsistence costs.
11. Introduction of full cost of education with subsidies provided for those who cannot afford to pay. Ability to pay should be considered under a Means Testing. Scholarships should particularly support students in science and technology.
12. Government to support private - run kindergartens by covering some of their teacher costs.

13. In primary and Junior High Schools, government should support private schools with providing non-salary inputs (e.g. textbooks) and in-service training.
14. Technical Vocational Education and Training (TVET) institutions – government should support private institutions (tax holidays, tax exemptions on equipment imported, etc.).
15. There is the need for massive capacity building programme to ensure effective management of the limited resources available.

### **Summary**

Although much has been accomplished by other researchers in the Educational field on other areas of improving and providing quality education in Ghana, the concept of analyzing the challenges and difficulties facing North-South collaboration is still opened to further investigations as research in this area remains limited.

North-South collaboration in educational development is a new concept and challenge which focuses on the development of integrated educational system, cultural system, technological and economic relationship transcends national borders. North-South collaboration in education may have both negative and positive connotations. Supporters of the system see it as beneficial, generating fresh economic opportunities, cultural diversity and opening of an exciting new world whilst its critics see as harmful, encouraging an increased domination and control of wealthier developed countries over the poor under developed countries. Despite these observations, North-South collaboration in education has a major impact on education in Ghana.



Development is achieved through education. It should therefore be seen as a partnership business between development partners, the Government and the Community. It is for this reason that several Development partners have shown interest in Africa. In Ghana, for example, development partners such as UNICEF, DFID, USAID, World Bank, AfDB, USAID and CIDA (just to mention a few) have shown great interest in supporting financially the educational system.

Both the Government and development partners agreed to the establishment of a special unit in Ministry of Education to manage and coordinate donor-supported interventions as another response to problems of implementation. This Unit known as the Fund Management and Procurement Unit operates under the Ministry of Education and facilitates projects implementation by improving managerial oversight and accountability, but both development partners and Ministry officials now question their effectiveness. Unless there is a clear division of labour between such the unit and existing line departments, they usually do not improve the capacity of the line units in the ministry to carry out their responsibilities.

The country is faced with the dilemma of ensuring effective management and accountability through a special unit versus strengthening ownership, capacity-building, and sustainability by absorbing project responsibilities in regular government units. This is somehow controlled by the pro-active measures Ghana took immediately after the establishment of the Programme Management Units (PMU) to create the FMPU whose innovative activities and experimentation comes with more effective mechanisms than PMUs.

## **CHAPTER FIVE**

### **SUMMARY, CONCLUSIONS AND RECOMMENDATIONS**

This chapter provides a summary of the study and, the major findings that emerged from the study. It also presents major conclusions within the frame of the findings and ends with recommendations for enhancing effective educational collaboration between the North and the South.

#### **Summary**

As I explained in Chapter One, the study sought to examine how development partners and beneficiaries of international collaboration in education perceived challenges associated with North-South Collaboration in educational development in Ghana.

Methodologically, the study was located within the qualitative research perspective with a focus on the interpretive phenomenological design. The purposive and convenient sampling techniques were used. The study involved fifteen participants and data were collected through interviews, focus group discussion and observations. This design allowed participants in the study to express their opinions freely on issues related to the research questions below:

1. What is the nature of the collaborations Ghana has with the North in educational development?
2. What challenging factors are associated with North-South collaborations

in implementing educational development agenda in Ghana?

3. In what ways does Ghana perceive benefit from educational development collaborations with development partners?
4. What measures can be taken to ensure that Ghanaians enhance their benefits in international collaborations?

### **Summary of Findings**

The following were the main findings from the study:

#### **The nature of North-South Collaboration in**

#### **Ghana within Educational Context**

1. Collaborations between developed countries and Ghana were mostly funded by donor institutions including AfDB, DfID and USAID. Their activities cut across educational development at the basic, secondary and tertiary levels.
2. The collaborations focused mainly on access, expansion, teacher capacity building and strengthening, provision of textbooks and packages of teaching guides and aids, design and conduct HIV/AIDs and environmental awareness programmes and the conduct of in-service training workshops.
3. All activities involved in the collaborations are planned and implemented in consultation with the Ministry of Education and the Ministry of Finance.
4. Collaboration was beneficial when experts involved had more experience in a desirable area of an approved educational project. This experience included a history of successful proposal submissions, insightful and innovative approaches to problem solving, and

significant publications in the field. Collaboration with such experienced partners tended to lend credibility and increase validation to most project and may increase the chances of a successful submission. This alliance both facilitated successful ongoing educational development efforts as well as future collaboration.

5. There are modalities governing the delivery of external aids to Ghana. As a collaborative measure to education development in Ghana, the modalities differed from organisation to organisation. While some development partners such the USAID and DfID had agreed to put their financial resources together to fund projects of common interests and goals in Ghana, AfDB operated its own procurement rules and regulations which Ghana was expected to follow religiously once a project was funded by AfDB.
6. Funds from development partners are released to Ghana in phases depending on the project proposals and the budgetary implications. Development partners prefer to deal directly with the Ministry of Finance and Ministry of Education rather than individuals. Whilst AfDB and DFID provide loans and grants to Ghana, USAID provides only grants. In all cases, there are specific conditions attached.

### **Rationale for External Collaboration in Educational Development**

1. Majority of the respondents saw the international collaborations in which the Ministry of Education and the universities were involved as an essential relations through which power between collaborators are balanced and interdependence acknowledged as an unavoidable feature human institutions.

2. Others saw the practice of Ghana's involvement in international collaborations in education development as indispensable because such collaborations provide a guaranteed means through which the government gets financial support for the implementation of her educational provision and delivery plans.
3. Few respondents however thought Ghana's involvement in international collaborations provided her Western collaborators a political weapon to induce policy change and use school education as a means perpetuating Western culture and political hegemony over Ghanaians.
4. One important justification for Ghana's involvement in international collaborations is that it creates opportunities for collaborators to develop enhanced ability to share and exchange resources. It provides parties involved opportunities for them to share interest and knowledge on a given educational project and thereby facilitate the implementation of projects within time well defined periods.
5. Educational collaboration according to the study provides opportunities for researchers to learn how approaches from complementary disciplines may be applied to existing problems, and lead to the development of innovative solutions. This occurs when discussions among collaborators stimulate new ideas. Collaboration between academia and private industry for example allows participants to see real world application of research. These types of collaboration may result in social and economic benefit to society at large.

6. The study revealed that educational collaboration between the North and South involves some risks and therefore makes risk management crucial in educational development projects in Ghana. This is due to the fact the developmental projects may knowingly or unknowingly expose both partners to some degree of danger, which if not well managed can hamper the progress of the project. Collaborative partners differ in their experiences and expertise of risk management skills for relevant areas.
7. All development partners under this study (AfDB, USAID and DFID) contributed positively to ensuring that the Ghanaian child in school has access to computer technology. Educational collaboration has been increasingly facilitated by advances in communication technology. The ability to learn about the work of others has greatly been enhanced by access to online databases. All development partners under this study (AfDB, USAID and DFID) have all contributed positively to ensuring that the Ghanaian child in school has access to computer technology. They have supplied and furnished schools with computers and related accessories and have equally offered financial assistance for the training of teachers in this field to be able to help their pupils.
8. Collaboration was found to be beneficial when experts involved had more experience in a desirable area of an approved educational project. This experience could include a history of successful proposal submissions, insightful and innovative approaches to problem solving, and significant publications in the field. Collaboration with such experienced partners can lend credibility and increase validation to

most project and may increase the chances of a successful submission.

This alliance both facilitated successful ongoing educational development efforts as well as future collaboration.

### **Challenges of North-South Collaboration in Educational Development**

In spite of the political successes Ghana has recorded in the Sub-African region, Development Partners and Donors Agencies encounter challenges in their operations. These include:

1. Both development partners and the Ministry of Education often tended to find themselves in a dilemma when it comes to reconciling development partner rules and regulations regarding particular aspects of education for which grants are available with the needs that the Ghana Government considers as policy priority. For example, the study revealed that in the case of DfID, the Country Strategy Paper (CSP) and the Country Assistance Programme (CAP) were prepared to reflect policies from DFID headquarters instead of tailoring those policies to the needs of Ghana.
2. Development partners (USAID, AfDB and DfID) had their obligations towards funds voted by its government for specified projects and so Ghana in order to benefit from these funds is obliged to go with the conditions attached to the said fund even when the conditions do not favour the country.
3. Lack of capacity to prepare and present good educational project proposals for funding by Ghanaians emerged as a challenge for development partners. .

4. Funds approved for educational purposes were sometimes diverted into other sectors of the economy.
5. Lack of political commitment and conflicting priorities which often results in misallocation of existing resources. Lack of political will to incorporate research findings into policy initiatives and enforce the implementation of such initiatives.
6. Accountability was another area of concern. All parties interviewed complained about the lack of a proper monitoring and evaluation system that holds project coordinators responsible and accountable for any mismanagement. Development partners mentioned the unnecessary involvement of top government officials (Ministers) in project execution which most of the time, delays the process unduly and the role of the project coordinator is not well defined due to the presence of a top official in the team.
7. Absence of reliable and consistent database for targeted planning created difficulty in getting reliable data to inform quality decision making.
8. Mistrust on the part of both partners in the North-South collaboration was a major challenge. Mistrust was either internal or external. Internal mistrust usually reflects on issues of sabotage within the country to frustrate the progression of educational projects. External mistrust refers to the kind of doubt that sometimes Ghana has on the really intentions of development partners.
9. Sometimes, some project interventions were implemented in periods with high inflation and currency fluctuations in Ghana, and this



affected the plans and budgetary allocations. Planned interventions therefore experienced considerable delays as well as problems with quality at entry, both of which leads to cost overruns and necessitate reallocation, or the abandonment of the said intervention.

10. Monitoring and reporting system should provide management with an early warning of implementation problems so that they can be addressed before reaching a critical stage, and this ensures that funds are being used as planned. Unfortunately, most monitoring and reporting of donor-supported activities focus more narrowly on the auditing and accounting function. In fact, too much development partner, technical assistance and local staff energy is focused on “policing” educational projects to ensure that covenants, contract arrangements, and financial regulations are fulfilled, and little time is spent ascertaining if a project is having an impact. At AfDB, for example, supervision is supposed to focus on verifying that covenants have been met and that resources have been properly used, and this accounts for a high proportion of staff field time. Few education projects and programmes have well-functioning systems for monitoring implementation at the school level, and almost none to date has included the serious involvement of interest groups that would increase the transparency of how funds are being used and the measurement of what impact is occurring. The reporting requirements that do exist, both on disbursements and on field implementation, are often duplicated across donor agencies and lack focus because outcome indicators do not exist and narrative descriptions of what is actually happening are few.

### **Educational Collaboration Benefits to Ghanaians**

Major benefits of North-South collaboration that emerged from the study include the following:

11. Officials of the three organisations (DfID, USAID and AfDB) and those of the Ministry of Education who participated in the study disagreed on the extent to which north-south collaboration benefitted Ghana. While the development partners emphasized the immense contributions of their outfits to the success of educational development in Ghana, respondents from the Education Sector thought conditions of most of the collaborations benefitted the donors more than Ghanaians.
12. In spite of the disagreement, it emerged that the technical and financial assistance provided to Ghana through north-south collaborations have contributed positively to the achievement of MDG 2 (Universal Primary Completion). The various programme interventions by development partners, had made great strides in enrolment of children in Ghanaian basic schools.
13. Politically, the collaborations had increased civic participation in community activities and local politics and have also equipped Ghanaians with requisite knowledge for contributing constructively to issues pertaining to educational development in the country.
14. The school-level factor is usually not considered adequately when preparation of strategies and projects relies heavily on the inputs of development partners and foreign consultants—an all too frequent occurrence. Planning by outsiders or at a distance creates a number of problems. First and foremost, the design will probably ignore essential

significant elements of the local situation. For example, there are textbook projects that provide books and storage lockers to schools that have no dry and secure rooms in which to place the lockers. Similarly, one project component may provide training in school management to school heads through in-service courses, but the training may ignore their responsibility for encouraging, monitoring and strengthening the teachers' use of textbooks that the same project is supplying to the schools. Second, if outsiders dominate in the preparation process, accountability for project performance, institutional memory and long-term commitment to sustaining changes will probably suffer because local interest groups have not embraced the reform as their own. Even effective donor staff will eventually be transferred to other projects or other countries. Third, there is often a feeling of alienation among local staff who must implement projects that they have not created, but the consequences of which they must endure.

### **Conclusions**

From the findings of the study, the following conclusions can be drawn:

1. In spite of the challenges associated with North-South collaboration in Ghana's educational development, the country has benefitted immensely from such collaborations at the basic, secondary and tertiary levels of the education sector.
2. Ghanaians are not very much involved in initiating north-south collaborations that focus on education. They do not also contribute adequately towards the drafting of proposals for collaborative projects.

As a result, regulatory measures governing the management of project funds in such collaborations tend to favour northern partners rather than the southern partners.

3. A factor attracting education assistance to Ghana has been the extent to which her education priorities in basic education and literacy have corresponded with those of the development partners. The emphasis on primary education infrastructure, curriculum development and teacher training has chimed well with current donor philosophies. Those are, of course, most obviously the priority needs given the poor quality of education provision for the majority and so Ghana's situation clearly calls for assistance at the levels development partners most favored.

### **Recommendations**

Based on the findings, the following recommendations are made as a way of enhancing the management of north- south collaboration involving the AfDB, USAID and DfID and Educational institutions in Ghana.

1. The participatory process in designing, appraising, implementing and assessing project activities by the Government of Ghana should be made more effective to ensure that Ghanaian collaborators develop a sense of ownership in the educational developments projects sponsored by development partners.
2. Funding bodies involved in this study, especially the AfDB, should enter the Education Basket Fund, fully or partially as suitable to its procedures. The AfDB needs to effectively pursue more innovative ways to support institutional capacity development in the education sector at large

3. The Government should improve measures to reduce the human resource problems in the education sector, including providing teachers with accommodation and other incentives, especially in the under-privileged areas. This has the potential to sustain the outcomes of north-south collaboration projects in education.
4. The Ministry of Education and the universities that collaborate in North-South partnership projects should ensure that their project managers or coordinators effectively manage and implement projects in order to attain the desired objectives. There is also the need for these institutions to strengthen the project management capacities of their project coordinators and managers. Strengthening the quality of personnel involved in managing and coordinating projects will enhance their project proposal writing skills and enable them contribute adequately towards north-south collaboration project proposal development;
5. Ghanaian collaborators should take full ownership of educational projects or programmes that exist, the key participants in the programme must feel responsible for the success or failure of the enterprise. Such responsibility is bred by authority and control of the means to make the projects happen. It also carries with it the freedom to make mistakes. This sense of authority can be developed by such steps as involving interest groups in the preparation of a project (including NGOs), assigning responsible tasks to them and respecting their results, and providing them with resources for sector and design work and letting them get on with implementation after funding is available. All of these actions require letting go by those in power, and

they involve some risk that the new “owners” will not do the right thing. Even though the commitments freely given to a project do not themselves guarantee successful implementation, the need for development partners and the government to seek them is important, despite the risks involved.

6. Ghanaian collaborators should be encouraged to embrace ownership as something which begins with participation in the design of assistance strategies and programmes by constituencies affected by the programme, including administrators, teachers, students, communities and parents. Their input improves design effectiveness, increases accountability and reduces the risk that controversial policies will be derailed by opposition. But engaging such constituencies in the process is often difficult and time-consuming and requires resources and a strong will among both development partners and recipient. The primary responsibility for fostering broad participation and ownership rests with the country, but donors and in-country NGOs can encourage the government to promote ownership during project preparation and implementation. The preparation of a national consensus and strategy on education development is an ideal objective for a process that builds ownership.
7. Development partners’ desire to increase the probability of project success by maintaining a high degree of technical control over design and implementation and their desire to make sure that timetables are met, have, over the years in Ghana, discouraged government officials from controlling projects within their own cultural context and

technical capabilities. This desire is explained by the donors' representatives as their superiors looking for good technical results produced on time. This gives an indication of delays coming from the side of Ghanaian collaborators. The questions of capacity-building, sustainability and ownership have therefore taken second place to technical success. A total review of the way Ghanaian experts handle educational projects is therefore of great importance.

8. While it is easy to recognise the value of people feeling responsible for the success of a project or programme, it must be recognised that ownership is not easy to achieve. Its achievement requires a number of conditions to be met: donor groups (in this study DFID, AfDB & USAID) that collectively respect government's responsibilities for the actions undertaken to improve education; development partners that view externally funded projects as part of a beneficiary country's programme and not the donors' programme; a high-level political commitment to be inclusive in choosing who participates in policy dialogues; a willingness among staff of the ministry of education and in schools to listen to others; local technical knowledge of the problems to be solved; and time for participation to breed ownership. The development of these conditions is a time-consuming process which, if achieved, would accomplish "genuine partnership."
9. Development partners could contribute to resolving the problems of procurement and disbursement by agreeing on a uniform set of procurement and disbursement regulations. The kinds of changes called for during the interviews with Ghanaian collaborators included

(a) development partners adapting to the rhythm and uniqueness of country planning processes; (b) more flexible reprogramming when appropriate; (c) longer-term financing mechanisms; (d) simpler procurement policies that also eliminate obstacles for local firms; and (e) revisions in local laws and regulations so that local firms can be more competitive in bidding for contracts. According to them, these changes would help, especially bearing in mind that many development partners are moving from the funding of specific projects to the funding of sectoral programmes or of operations that will be implemented in a decentralized environment where local officials have little experience with international procurement procedures.

10. There is the need to increase participation by Ghanaian collaborators in project preparation and less agenda-setting control by development partners in order to make educational projects more relevant to local needs and to provide a sense of ownership. The government should develop long-term sector development plans and for development partners to coordinate support for such plans through real partnerships with the government. These changes necessarily imply a shift from project to programme financing, a process already under way and largely confirmed by most development partners. Finally, the need to build and retain local capacity for sustained educational progress, though practical suggestions on how to do this (other than reducing traditional forms of technical assistance) are elusive.
11. Development partners should recognise the need to simplify conditionalities attached to funding. This, however, must be addressed



within the context of maintaining accountability to their respective constituents (parliaments in donor countries). Similarly, the success of increased training for skill transfer through technical assistance requires changes in public service incentive and reward systems and in the way personnel are used.

12. Development partners should standardise and simplify procurement and disbursement procedures so as to reduce the administrative burden on implementing agencies, increase project or programme efficiency, provide greater transparency and accountability, and increase opportunities for local contractors to bid on donor-funded contracts; and government of Ghana should also change its internal processes to make procurement and disbursement more efficient and effective.
13. The Government of Ghana and development partners together should make technical assistance a true capacity-building opportunity by using more local consultants, by providing qualified counterparts (on both sides), by fostering long-term “coaching” relationships, and by emphasizing skills transfer.

### **Suggestions for future research**

This study examined the challenges in North-South Collaboration in Educational Development in Ghana. Other areas of interest for other researchers may be the sustainability of Northern funded educational projects in Ghana; South-South Collaboration in Educational Development; and Aid Effectiveness in the Educational field in Ghana.

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## **APPENDICES**

### **APPENDIX A**

#### **Interview Guide for Government Officials Interview Guide for the Ministry of Education Ghana**

##### **A. Ice breaking Activity**

1. Introduce yourself to the interviewee and that encourages him to introduce himself
2. Explain the rationale behind the study to the interviewee and let him see clearly what his role in the interview session will be.
3. Explain how the interview will be recorded and seek his consent before using the recording technique – e.g. tape recorder.

##### **B. Nature of educational collaborations Ghana has with the North.**

4. Please mention the major development partners with whom you collaborate in meeting your needs.
5. What are some of the major educational focus of the collaborators?
6. What is the nature and content of the support you receive from them to improve upon the Ghanaian Educational System? [probe: if “Grants” – what are the conditions attached? If “Loan” – what is the duration and interest rate?]

##### **C. Ghanaian Collaborators**

7. How do Ghanaian collaborators contribute to educational development initiatives of development partners?
8. In what ways are Ghanaian collaborators able to prepare and present good educational development project proposals? [Probe: how often do these proposals win funding supports?]



#### **D. Challenges faced by Development Partners**

9. What challenges (if any) do Development Partners encounter in their quest of providing quality education in Ghana?
10. What are the causes of these challenges? [Probe: is it a problem of African-based leadership?] [Does it have any cultural connotations?] [Is it a policy related issue?]
11. How does Ghana contribute to facilitate the activities of the collaboration?
12. What factors affect the sustainability of North-South collaboration in Ghana?

#### **E. Benefits of the collaboration**

13. In what ways does Ghana benefit from educational collaborations with development partners?
14. Have there been any major improvements in the Ghanaian Educational system as a result of these collaborations?

#### **F. The way forward**

15. What changes would you suggest to development partners for the way forward?
16. What opportunities are there to attract more funding in the educational sector of Ghana?

## **APPENDIX B**

### **Interview Guide for International Organisations**

#### **Interview Guide for DFID, USAID and AfDB in Ghana**

##### **A. Ice breaking Activity**

1. Introduce yourself to the interviewee and that encourages him to introduce himself
2. Explain the rationale behind the study to the interviewee and let him see clearly what his role in the interview session will be.
3. Explain how the interview will be recorded and seek his consent before using the recording technique – e.g. tape recorder.

##### **B. Nature of educational collaborations the Development Partners have with Ghana.**

4. What are some of the major educational focus your organisation has with Ghana? What are some of the major educational focus Ghana is still grappling with?
5. What is the nature and content of the support you offer in order to improve upon the Ghanaian Educational System? [probe: if “Grants” – what are the conditions attached? If “Loan” – what is the duration and interest rate?]

##### **C. Ghanaian Collaborators**

6. How do Ghanaian collaborators contribute to educational development initiatives of development partners?

7. In what ways are Ghanaian collaborators able to prepare and present good educational development project proposals? [Probe: how often do these proposals win funding supports?]

**D. Challenges faced by Development Partners**

8. What challenges (if any) do Development Partners encounter in their quest of providing quality education in Ghana?
9. What are the causes of these challenges? [Probe: is it a problem of African-based leadership?] [Does it have any cultural connotations?] [Is it a policy related issue?]
10. How does Ghana contribute to facilitate the activities of the collaboration?
11. What factors affect the sustainability of North-South collaboration in Ghana?

**E. Benefits of the collaboration**

12. In what ways does Ghana benefits from educational collaborations with development partners?
13. Have there been any major improvements in the Ghanaian Educational system as a result of these collaborations?

**F. The way forward**

14. What changes would you suggest to the Government of Ghana for the way forward?
15. What opportunities are there to attract more funding in the educational sector of Ghana?

## APPENDIX C

### Introductory Letters from IEPA



UNIVERSITY OF CAPE COAST  
FACULTY OF EDUCATION  
INSTITUTE FOR EDUCATIONAL PLANNING AND  
ADMINISTRATION

Tel. No. : 042-30571  
Fax No. : 042-30588  
E-mail : [ucciepa@yahoo.co.uk](mailto:ucciepa@yahoo.co.uk)

University Post Office  
Cape Coast  
Ghana

June 9, 2009

Our Ref. EP/ 90/V.3/2

The Country Director  
USAID  
Accra

#### LETTER OF INTRODUCTION

The bearer of this letter, Mrs. Monique Armstrong-Baidoo is a graduate student of the Institute for Educational Planning and Administration of the University of Cape Coast. She requires some information from your outfit for the purpose of writing a Thesis as a requirement of M.Phil. degree programme.

We should be grateful if you would kindly allow her to collect the information from your outfit. Kindly give the necessary assistance that she requires to collect the information.

While anticipating your cooperation, we thank you for any help that you may be able to give.

Mr. Y . M. Anhwere  
Asst. Registrar  
for Director

**FACULTY OF EDUCATION  
INSTITUTE FOR EDUCATIONAL  
PLANNING & ADMINISTRATION  
UNIVERSITY OF CAPE COAST  
CAPE COAST**



UNIVERSITY OF CAPE COAST  
FACULTY OF EDUCATION  
INSTITUTE FOR EDUCATIONAL PLANNING AND  
ADMINISTRATION

Tel. No. : 042-30571  
Fax No. : 042-30588  
E-mail : [ucciepa@yahoo.co.uk](mailto:ucciepa@yahoo.co.uk)

University Post Office  
Cape Coast  
Ghana

June 9, 2009

Our Ref. EP/ 90/V.3/4

The Division Manager


African Development Bank  
Tunis, Tunisia

**LETTER OF INTRODUCTION**

The bearer of this letter, Mrs. Monique Armstrong-Baidoo is a graduate student of the Institute for Educational Planning and Administration of the University of Cape Coast. She requires some information from your outfit for the purpose of writing a Thesis as a requirement of M.Phil. degree programme.

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Mr. Y. M. Anhwere  
Asst. Registrar  
for Director

**FACULTY OF EDUCATION  
INSTITUTE FOR EDUCATIONAL  
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UNIVERSITY OF CAPE COAST  
CAPE COAST**



UNIVERSITY OF CAPE COAST  
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University Post Office  
Cape Coast  
Ghana

June 11, 2009

Our Ref. EP/ 90/V.3/8

The Director  
Ghana Education Service  
Accra

**LETTER OF INTRODUCTION**

The bearer of this letter, Mrs. Monique Armstrong-Baidoo is a graduate student of the Institute for Educational Planning and Administration of the University of Cape Coast. She requires some information from your outfit for the purpose of writing a Thesis as a requirement of M.Phil. degree programme.

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Mr. Y. M. Anhwere  
Asst. Registrar  
for Director

FACULTY OF EDUCATION  
INSTITUTE FOR EDUCATIONAL  
PLANNING & ADMINISTRATION  
UNIVERSITY OF CAPE COAST  
CAPE COAST



UNIVERSITY OF CAPE COAST  
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University Post Office  
Cape Coast  
Ghana

June 11, 2009

Our Ref. EP/ 90/V.3/7

The Director General  
Ministry of Education  
Accra

**LETTER OF INTRODUCTION**

The bearer of this letter, Mrs. Monique Armstrong-Baidoo is a graduate student of the Institute for Educational Planning and Administration of the University of Cape Coast. She requires some information from your outfit for the purpose of writing a Thesis as a requirement of M.Phil. degree programme.

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Mr. Y. M. Anhwere  
Asst. Registrar  
for Director

FACULTY OF EDUCATION  
INSTITUTE FOR EDUCATIONAL  
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UNIVERSITY OF CAPE COAST  
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University Post Office  
Cape Coast  
Ghana

June 11, 2009

Our Ref. EP/ 90/V.3/7

The Director General  
Ministry of Education  
Accra

**LETTER OF INTRODUCTION**

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Mr. Y. M. Anhwere  
Asst. Registrar  
for Director

FACULTY OF EDUCATION  
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UNIVERSITY OF CAPE COAST  
CAPE COAST





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University Post Office  
Cape Coast  
Ghana

June 9, 2009

Our Ref. EP/ 90/V.3/1


The Country Director  
DFID  
Accra Office

**LETTER OF INTRODUCTION**

The bearer of this letter, Mrs. Monique Armstrong-Baidoo is a graduate student of the Institute for Educational Planning and Administration of the University of Cape Coast. She requires some information from your outfit for the purpose of writing a Thesis as a requirement of M.Phil. degree programme.

We should be grateful if you would kindly allow her to collect the information from your outfit. Kindly give the necessary assistance that she requires to collect the information.

While anticipating your cooperation, we thank you for any help that you may be able to give.

  
Mr. Y. M. Anhwere  
Asst. Registrar  
for Director

**FACULTY OF EDUCATION  
INSTITUTE FOR EDUCATIONAL  
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UNIVERSITY OF CAPE COAST  
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University Post Office  
Cape Coast  
Ghana

June 9, 2009

Our Ref. EP/90/V.3/3

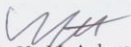
Mr. Alieu Jeng  
Regional Manager  
African Development Bank  
Heritage Tower  
Accra

**LETTER OF INTRODUCTION**

The bearer of this letter, Mrs. Monique Armstrong-Baidoo is a graduate student of the Institute for Educational Planning and Administration of the University of Cape Coast. She requires some information from your outfit for the purpose of writing a Thesis as a requirement of M.Phil. degree programme.

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Mr. Y. M. Anhwere  
Asst. Registrar  
for Director

FACULTY OF EDUCATION  
INSTITUTE FOR EDUCATIONAL  
PLANNING & ADMINISTRATION  
UNIVERSITY OF CAPE COAST  
CAPE COAST

## APPENDIX D

### Confidentiality Assurance

-----Original Message-----

From: TYTIUN, DANIEL JORGE  
Sent: Mon 6/22/2009 2:14 PM  
To: ARMSTRONG-BAIDOO, MONIQUE  
Subject: RE: Data Collection for M.Phil Thesis

Monique,  
It is fine with me. Please go ahead. Will talk to them.  
D

Daniel Tytiun  
Director, Human Resources  
African Development Bank Group  
Tel.: (216) 71 10 20 31  
Fax: (216) 71 83 27 13  
Email: d.tytiun@afdb.org <blocked::mailto:d.tytiun@afdb.org>  
<http://www.afdb.org> <<http://www.afdb.org>>

-----Original Message-----

From: ARMSTRONG-BAIDOO, MONIQUE  
Sent: Monday, June 22, 2009 11:34 AM  
To: TYTIUN, DANIEL JORGE  
Subject: Data Collection for M.Phil Thesis  
Importance: High

Dear Mr. Tytiun,

As mentioned to you earlier when I presented to you the introductory letter from UCC – IEPA, I am presently in Tunis for about two weeks to collect data from the Bank to be able to write my thesis.

As a requirement for my M.Phil (Educational Administration) Degree programme, I am to write and defend a thesis. My topic is: *Challenges of North-South Collaborations in Educational Development: A case study of Ghana*. I will be concentrating on the contributions of DFID, USAID and AfDB in financing educational projects in Africa especially in Ghana. The investigations will highlight the challenges faced by these Development Partners in their quest for providing quality education in Africa - particularly in Ghana.

I assure you of total confidentiality of the data that will be collected on AfDB. I am guided by the Rules and Regulations of this institution.

With your permission, I would like to interview the following staff members:

- Division Manager, OSHD due to his background in coordinating on-going educational projects in Ghana
  
- Director, EADI
- Division Manager, ORPU – Cooperation and External Aid to Africa.

Thank you for your usual support and have a great day.

Monique Armstrong-Baidoo

(Student, UCC)

## Appendix E

### Sample of Interview Transcripts

#### Transcriptions of interviews from a Tape Recorder

##### Interview AfDB Staff

###### A. Ice breaking Activity

**Interviewee:** AfDB Staff

African Development Bank, B.P. 323, Tunis, Tunisia

**Interviewer:** Monquie Armstrong-Baidoo

Student, Institute of Educational Planning and Development (IEPA)

University of Cape Coast, Ghana

**Rationale behind the study:** To enable the interviewer to gather relevant data to write an M.Phil thesis on the topic: *Challenges of North-South Collaborations in Educational Development: a case study of Ghana.*

###### B. Nature of educational collaborations the Development Partners have with Ghana.

**Interviewer:** What are some of the major educational focus your organisation

has with Ghana?

**Interviewee:** Secondary education Development. The focus is on infrastructure improvement and expansion, equipment provision, teacher re-training, HIV-AIDS awareness, school management improvement, maintenance and environmental awareness.

**Interviewer:** What are some of the major educational focus Ghana is still grabbing with?

**Interviewee:** Ghana is still grappling with Tertiary and vocational and technical education. There is still a gap in primary schools access in some regions also.

**Interviewer:** What is the nature and content of the support you offer in order to improve upon the Ghanaian Educational System?

**Interviewee:** Funding through ADF Loans and Grants. These are intended to meet all the focused activities and also provide technical assistance for project management.

**Interviewer:** If “Grants” – what are the conditions attached? If “Loan” – what is the duration and interest rate?

**Interviewee:**

- That the Government meets matching funds of 10%.
- That all procurement is done according to the rules and procedures of the African Development Bank.
- Depending on the loan, AfDB offers a repayment during of 15 to 25 year with a grace period of 5 to 10 years.

### **C. Ghanaian Collaborators**

**Interviewer:** How do Ghanaian collaborators contribute to educational development initiatives of development partners?

**Interviewee:** They are the actual implementers. The development partners provide part of the funding and the Government and other local partners provide the rest. The Ghanaian Collaborators manage the projects.

**Interviewer:** In what ways are Ghanaian collaborators able to prepare and present good educational development project proposals?

**Interviewee:** Question not clear who the collaborators are.

**Interviewer:** How does the government of Ghana initialise project proposals and how good are those proposals?

**Interviewee:** The Government of Ghana or Local partners? On the part of the

Government, project proposals are made in consultation with the Operations Departments of AfDB through the AfDB local office. It is a collaborative effort. There are also local partners; they are used in the AfDB funding as contractors, suppliers, consultants etc. They are recruited with the assistance of the Government either through a local bids or international bids.

**Interviewer:** How often do these proposals win funding supports?

**Interviewee:** Since, Government project proposals are jointly made, it stands the advantage of being accepted for funding. Local consultants and contractors, compete to win the execution of the projects. Most of the activities being implemented right now in Ghana are being implemented by local firms.

#### **D. Challenges faced by Development Partners**

**Interviewer:** What challenges (if any) does AfDB encounter in its quest of providing quality education in Ghana?

**Interviewee:**

- Slow process of implementation.
- Red tape in each process of approval at Government level.
- General slow contractual process.

- High prices in the civil works, goods supply and textbooks.
- Inertia to use some of the laid down procurement rules.
- Difficulties in implementing the Common Fund basket which AfDB has not joined.

**Interviewer:** What are the causes of these challenges?

**Interviewee:** I believe the officials own capacity and the rigid government systems make project processes very slow. Donors also do not make it easy in accepting the GoG systems.

**Interviewer:** Is it a problem of African-based leadership?

**Interviewee:** I do not think so. It is a national issue as others have gone beyond it.

**Interviewer:** Does it have any cultural connotations?

**Interviewee:** Not really. It has bearing on lack of restructuring at state level to respond to changing project management environment and the lack of concern for time as a parameter. There is also the lack of output based contracts for officers serving on projects.

**Interviewer:** Is it a policy related issue?

**Interviewee:** Yes. Ghana needs to change the way projects are viewed in order to have result based contracts.

**Interviewer:** How does Ghana contribute to facilitate the activities of the collaboration?

**Interviewee:** The government is the implementer of its projects. It is on the spot for everything, hence it is answerable in all these.

**Interviewer:** What factors affect the sustainability of North-South



collaboration in Ghana?

**Interviewee:** I am not sure. I have not addressed this issue. All I know is that Ghana has good reputation among the donors, but at project level I do not agree that should be the case. The North however has continued to favour the country. The country should respond in meeting its obligations. I am sure this is the focus of the new government.

#### **E. Benefits of the collaboration**

**Interviewer:** In what ways does Ghana benefit from educational collaborations with development partners?

**Interviewee:** AfDB offers Funding.

**Interviewer:** Have there been any major improvements in the Ghanaian Educational system as a result of these collaborations?

**Interviewee:** I am certain this will be the case. AfDB has funded three operations in Education I, II and now III. These have contributed significantly to the education system at Tertiary Level, Primary and now secondary.

#### **F. The way forward**

**Interviewer:** What changes would you suggest to the Government of Ghana for the way forward?

**Interviewee:** Be more focused on time management, avoid any procurement handicaps which may lead to high costs, and let project management do the work and get the top official out of the way of projects.

**Interviewer:** What opportunities are there to attract more funding in the

educational sector of Ghana?

**Interviewee:** There has to be delivery for funding already in the country.

There has to continue to be good governance and there has to be clear strategic plans for education in the country. The latter is there. The others need to be fine tuned.

**Interviewer: THANK YOU VERY MUCH.**

## **APPENDIX F**

### **OBSERVATION GUIDE**

#### **Educational Collaboration with Development Partners in Ghana**

**Rationale behind the study:** To enable the interviewer to gather relevant data to write an M.Phil thesis on the topic - Challenges of North-South Collaboration in Education: A case study in Ghana.

#### **Nature of educational collaboration Development Partners have with Ghana**

- forms and content of the collaboration
- How has the project been implemented? E.g. Who is involved?

#### **Contributions of Ghanaian Collaborators**

- What are the roles and responsibilities of Ghanaian Collaborators and how were these decided?
- What are the timescales (duration of a given project)
- What resources are available (e.g. time, money, technology, personnel with appropriate skills/expertise etc)?
- How are decisions being made?
- How is the project team behaving?
- How are they undertaking their own responsibilities?
- How are they collaborating with other team members?
- Is dialogue with Development Partners constructive and collaborative?

#### **Challenges faced by Development Partners**

- Evaluation and Monitoring of Resources
- How is time managed?
- Sustainability of Educational Projects

#### **Benefits of the Collaboration**

- Any improvement in the Educational system of Ghana?
- Human Capacity Building (both in the teaching and managerial fields)

#### **The way forward**

- what opportunities are there to attract more funding?

### What to observe during the interview

<b>Category</b>	<b>Includes</b>	<b>Researcher's note</b>
Verbal behavior and Interactions	Who speaks to whom and interaction; tone of voice	profession of interviewees; dynamics of interactions and for how long.
Physical behavior and gestures	What people do, who does what, who interacts with whom, who is not interacting	How people use their bodies and voices to communicate different emotions; what individuals' behaviors indicate about their feelings toward one another.
Facial Expression	Conditions attached to the Ghana approved ones	Are the priorities of being considered?
Project Implementation	Identification of areas that receive a lot of attention from Donor Agencies	The characteristics of these areas; what differentiates them from others?