

Helpdesk Report: 60. Operationalising Ghana Complementary Basic Education Policy

Date: 22 June 2011

Query: What are the types of partnerships / MOU / policy choices that governments have made with non-state actors implementing Complementary Basic Education programmes in Africa (W Africa particularly) to expand access to education?

Enquirer: DFID Ghana

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1. Overview

As with many enquiries exploring alternative or different providers of education and types of initiatives that can emerge to plug gaps in access to education, it is common to find a lot of focus in available literature on defining the terminology. Balwanz et al provide a useful paper, highlighted below, that gives comprehensive insight into varying types of complementary education programmes and what is generally understood to constitute such a programme e.g. community, nomadic and village-based schools, NGO-Government partnerships, etc.

Focusing the enquiry on a search for literature in the context of Ghana, a large swathe of resources emerged examining the School for Life programme and its various contextual specificities and successes. More broadly, research in Malawi and Uganda also immediately presented itself.

What is obvious in the literature is that there is widespread agreement on the core issues facing formal/state education systems and on the need for very specific drill-down into the context and needs of disadvantaged and marginalised communities if Education for All can be achieved through providing complementary routes into schooling. However, despite the readily available literature pointing to the CBE programmes that do exist, including their relative performance, and the learnings that can be taken forward for policymakers; what is harder to find, is a more specific examination of how non-state providers can work with state providers in more concrete, operational terms. Essentially, there is a lot of literature presenting the 'why' without a lot of follow-up on the 'how'. Nonetheless, in the literature highlighted below – to name a few – CREATE, Akyeampong, Casely et al, Farrell et al, and Ilon et al are all producing useful analysis of this broader question of implementation and models that work.

2. Evidence – Selected information sources, references and summaries

This section includes references to journal articles. We have tried to supply web links where possible, although some of these require subscription. The DFID Journals facility may already subscribe to these, or some offer a free sample article service.

Promoting access and enhancing education opportunities? The case of ‘no-fee schools’ in South Africa

Ahmed, R. and Sayed, Y. Compare: A Journal of Comparative and International Education, Volume 39, Issue 2, 203-218, 2009

Broadly, this paper focuses on issues of access through the lens of fee-paying versus no-fee schools in South Africa. Ahmed & Sayed report that despite South Africa’s inclusive policies on education and the declaration of education as a human right, state investment was not widely forthcoming. Hence, in 1994, schools were permitted to begin charging fees, but while this in itself is an issue at the forefront of current debate surrounding education access – private versus public – for Ahmed & Sayed, it is the lesser-discussed impact of declaring some schools as ‘no-fee schools’ in 2006 in South Africa that is the subject of their paper. They are keen to examine the actual effect of such a policy within the framework of achieving education for all, and as such, this paper provides both a useful overview of the debate around non-state provision of education, as well as insight into the financing and management of this particular complementary approach to education access.

Access to Basic Education in Ghana: The Evidence and the Issues

Akyeampong, K., Djangmah, J., Oduro, A., Seidu, A. and Hunt, F. Project Report. Consortium for Research on Educational Access, Transitions and Equity (CREATE) and Winneba, Ghana, 2007

Akyeampong *et al* worked on this review of educational development in Ghana as part of a programme of research involving partners in South Asia, Sub-Saharan Africa and the UK (CREATE). Their purpose was to examine the causes of exclusion of children from basic education and to seek potential ways of resolving the emerging issues. Building on the Ministry of Education Sector Performance Report and the World Bank sector studies, the paper explores repetition and drop-out rates, and regional variation in enrolment rates and levels of achievement. Overall the paper provides a strong background in the major issues facing Ghana’s education sector in terms of achieving universal basic education and while there is not a specific focus on cases of non-state provision of education and the links between these providers and the state, the broader context of participation and access gives a useful background framework for this enquiry.

Public-private partnership in the provision of basic education in Ghana: challenges and choices

Akyeampong, K. Compare: A Journal of Comparative and International Education, Volume 39, Issue 2, 135-149, 2009

The focus of Akyeampong’s paper is to highlight the specific contexts and needs that tend to arise in marginalised and disadvantaged areas which are underserved in Ghana, and which merit deeper consideration of how to tackle education access in such contexts. The background to the research touches upon the debate around private-sector participation in basic education and the calls for greater public-private partnerships to ensure access for poor and disadvantaged groups. Akyeampong explores the challenges of using public-private partnerships in basic education and then highlights the case of three private initiatives – The School for Life, The Shepherd School Programme, and The School Feeder Programme – and the outcomes of their collaboration with the state. The overall conclusion is that while such initiatives can adapt to very specialised needs and circumstances, they do not have

long-term public financial security, and they do not work proactively to align with public sector management and strategies.

Revisiting Free Compulsory Universal Basic Education (FCUBE) in Ghana

Akyeampong, K. *Comparative Education*, 45: 2, 175-195, 2009

In this paper, Akyeampong is concerned with examining why, despite a recent history of strong policy and highly successful reforms in education, Ghana will not meet the 2015 MDGs for universal basic education. The introduction of fee-free schools in efforts to meet Education for All goals have certainly ramped up enrolment rates in some countries (albeit Akyeampong describes how Ghana differs in this trend) and yet children from disadvantaged and marginalised communities continue to be underserved all over Sub-Saharan Africa. The conclusions are that FCUBE did not manage to offer completely fee-free education and that, even if this had been achieved, there are other underlying issues of quality of teaching and of average attendance. Overall, Akyeampong concludes that Education for All will only be achieved if a sustained attempt is made to tackle the needs of the poorest households in sending their children to school.

Complementary Education Programs in ADEA Countries

Balwanz, D., Moore, A. and DeStefano, J. *Education Quality Improvement Program (EQUIP)*, United States Agency for International Development, 2006

A useful overview of education models and the framework for complementary education, this paper gives the reader a good sense of the types of arrangements and approaches that may be incorporated into a definition of Complementary Basic Education. Balwanz et al also provide a broad overview of the background in which such approaches have emerged in ADEA countries.

The Leap to Literacy and Life Change in Northern Ghana – An Impact Assessment of School for Life (SfL)

Casely-Hayford, L., Ghartey, A., & the SfL Internal Impact Assessment Team, 2007

Examining the School for Life Programme, started in 1995, the team of assessors seek to measure the impact of this programme that covered ten Districts and 48,000 children by 2008, and which aims to provide functional literacy to out-of-school children in rural areas in Northern Ghana. In particular the Impact Assessment delves into the management of the programme and its replication and mainstreaming possibilities, including integration into the formal system.

Complementary Education and Access to Primary Schooling in Northern Ghana

CREATE Ghana Policy Brief 2, September 2010

http://www.create-rpc.org/pdf_documents/Ghana_Policy_Brief_2.pdf

CREATE has provided this policy brief as an overview of the role of complementary education in northern Ghana, in particular in helping to achieve Education for All. It is an extremely useful summary of the current challenges and context in northern Ghana as well as the key lessons emerging from complementary initiatives such as the School for Life model. Aside from being a very useful summary of current context, the briefing also provides useful references for further examination, including:

- Akyeampong K., (2009), *Revisiting Free Compulsory Universal Basic Education (FCUBE) in Ghana*, *Comparative Education* Vol. 45, No.2
- EQUIP2 (2007), *EQUIP2 Discussion Papers*, [SEE ABOVE]
- Hayford, C., and Ghartey, A., (2007): *The Leap to Literacy and Life Change in Northern Ghana, An Impact Assessment of School for Life (SfL)*, School for Life, Ghana [SEE ABOVE]

- Farrell J., & Hartwell A., (2008), Planning for Successful Alternative Schooling: A possible Route to Education for All, International Institute for Educational Planning [SEE BELOW]
- Lewin K. M. (2007) Improving Access, Equity and Transitions in Education; Creating a Research Agenda. CREATE Pathways to Access Research Monograph No 1, University of Sussex, Brighton.
- Ministry of Education, Ghana, (2006) Preliminary Education Sector Performance Report.
- Ministry of Education, Ghana, (2008) Preliminary Education Sector Performance Report.
- Arkorful, K., (forthcoming), 'Complementary education and meaningful access to primary education in Northern Ghana', Pathways to Access Monograph Series, CREATE, University of Sussex

Planning for successful alternative schooling: a possible route to Education for All

Farrell, J. & Hartwell, A. UNESCO & IIEP, 2008

Farrell & Hartwell give a strong insight into the issues surrounding the aim to achieve universal basic education and the history behind the emergence of primary education as a basic human right. The core focus of the paper is on describing in detail the various traditional forms of schooling and then in a departure from this critique providing 'a promising route to EFA' in the form of an analysis of other routes for education in the form of alternative schools. As described, they base the research on "an ongoing comparative analysis of more than 200 of these alternative programmes" and they argue for learning from the various case studies available, including those highlighted in the paper itself (in Section 2). In Section 3 the authors examine what constitutes success and then go on to discuss the costs and value added of these types of complementary programmes.

Cost evaluation of complementary basic education programs in Uganda

Ilon, L. & Kyeyune, R. USAID, 2002

This report examines five programmes in Uganda – Mumbende Non-formal Education, COPE, CHANCE, ABEK and BEUPA – to assess the cost of CBE initiatives both within the framework of their existing operations as well as if they were to be enhanced to a standard that would be sustainable country-wide. Ilon & Kyeyune point to the difficulties in measuring the success of CBE programmes, particularly if comparing to formal schools, and to the inconsistencies in available data on dropout and attendance rates. Nonetheless, the paper highlights the community benefits of CBE schools and the potential for the State to integrate CBE programmes into the regular EMIS work undertaken by the Ministry of Education.

Towards Quality Education: Implementing the National Education Sector Plan 2009-2013

Ministry of Education, Science and Technology, Government of Malawi, 2009

Given the strong work in CBE being championed in Malawi (for example by GIZ (GTZ) – refer to '**Improving basic education Programme – German Federal Ministry for Economic Cooperation and Development (BMZ), Malawi, 2002-2012**' <http://www.gtz.de/en/weltweit/afrika/malawi/12571.htm>), this overview of the MoEST Education Sector Plan is a useful backdrop to the types of policy discourse that exist around complementary and alternative education initiatives. Section 4.3 (page 39) focuses briefly on CBE in relation to out of school children and youth and mentions the intended implementation of an accelerated learning programme. Most helpfully for this enquiry, there is discussion of this programme as being coordinated by the MoEST itself despite being operated at a decentralised level through partnerships with communities, NGOs and district structures.

Second Chances: A Study of Rural Malawian Youth in a Complementary Basic Education Programme

Malcolm, A. MA Thesis, University of Toronto, 2009

Following from the Malawian government's stipulation for non-formal provision in its education plan, Malcolm used qualitative interview methods to explore the lives of ten rural Malawian youth participating in alternative schemes. At a very micro-level Malcolm is able to delve into what specifically influenced these students to join and remain in the programme and essentially highlights the perspective of the individual to provide insight into the upscaling of this programming at a country-wide level.

Reframing the universal right to education

McCowan, T. *Comparative Education*, Volume 46, Issue 4, 509-525, 2010

Though this enquiry focuses on the various methods being used to provide complementary basic education and the value-added of these approaches, it is useful to delve into the background of theory and debate on the universal right to education itself and its enshrinement in various international lore. Hence, McCowan looks at the normative underpinnings of the right to basic education and challenges the focus on primary education. McCowan proposes that meaningful learning and access to institutions that offer 'positional advantage' may be far more 'fair' as coherent foundations for conferring this right.

Education collaboration to promote school participation in northern Ghana: A case study of a complementary education program

Mfum-Mensah, O. *International Journal of Educational Development*, Volume 31, Issue 5, 459-465

Examining the School for Life model as an example of collaboration to provide education for marginalised children in northern Ghana, Mfum-Mensah is interested in the perceived benefits and challenges of such a model. Outlining the various types and definitions for complementary initiatives that can be found, the paper is most concerned with addressing the gap in available research on the nature of linkages and relationships between complementary education programmes and organisations involved. The discussion of benefits and challenges of complementary education programmes in particular gives used insight for the reader into potential policy options and what drives successful collaboration.

An exploratory study of the Curriculum Development Process of a Complementary Education Program for Marginalised Communities in Northern Ghana

Mfum-Mensah, O., 2009

Written earlier than the above work, in this paper Mfum-Mensah's focus is highly specific and focuses on the curriculum development process of School for Life in northern Ghana. The paper can serve to provide fuller awareness of the workings of the SfL programme. The research highlights the potential for this process of curriculum development to be influenced by context and politics, and to be highly empowering for local community members serving as the drivers and decision-makers in the process.

Fostering educational participation in pastoral communities through non-formal education: the Ghanaian perspective

Mfum-Mensah, O. *International Journal of Educational Development*, Volume 23, Issue 6, 661-677, 2003

Focusing on a different complementary education programme, in this paper, Mfum-Mensah investigates the Shepherd School Programme implemented in seven pastoral communities in northern Ghana. Though the paper argues for the potential of non-formal basic education programmes to contribute to educational development, it also concludes that the specific

local context of communities must be considered to ensure sustainability and success in meeting their needs.

What should count as worthwhile knowledge in determining a curriculum for supporting out-of-school children and youth?

Nampota, D. US-China Education Review, Vol. 6, No. 8 (Serial No. 57), 2009

Examining Malawi's three-year cycle pilot Complementary Basic Education programme, funded by GTZ, Nampota evaluates the programme so far with a view to highlighting the challenges affecting its implementation as at 2009. Overall, Nampota concludes that there is a 'mismatch' between the demands and needs as perceived by beneficiaries – learners and community members – versus the perceived curriculum requirements and needs that are understood as core by the providers. The disconnect between these perceptions will ultimately undermine the success that CBE programmes can have in improving education access for poorer communities.

NGO Provision of Basic Education: Alternative or Complementary Service Delivery to Support Access to the Excluded?

Rose, P. CREATE, 2007

The focus of this paper is on the route for marginalised children into education through NGOs as providers. Importantly, through examining available literature, Rose highlights the shift in priorities of these organisations from one of support for parallel, alternative systems of education independent of the state system to trying to provide options that complement and ultimately integrate children into state-provided education. Furthermore, Rose critiques the gap in analysis of who is actually gaining access to education and what quality or type of education is actually being accessed. In sections of the paper, policy frameworks, cost-effectiveness of alternative education, and government-NGO coordination and scaling-up are all issues explored by Rose.

Discussion Paper 7: Exploring relationships between non-state providers and the state in South Asia: Comparison of education cases

Rose, P. ESRC Economic and Social Research Council, 2008

Albeit in the context of South Asia, this paper is a useful insight into the types of provision available for out-of-school children in the context of NGO/CBO and philanthropic provision of education. The paper is a useful examination of the types of relationships that these non-state providers develop with the government in India, Pakistan and Bangladesh. Rose continues with direct comparison of three types of provision – direct non-state provision, indirect state provision through state sub-contracting to NGOs, and support to state provision through 'school adoption'.

Education and HIV and AIDS in Malawi: The role of open, distance and flexible learning

Streuli, N. & Moleni, C. SOFIE Opening Up Access Series No 3, 2008

Addressing the specific challenge of HIV and AIDS in the context of education access is widely understood to be extremely difficult for already-struggling developing country state education systems. This paper provides a useful overview of the challenges that the epidemic raises in getting children to school and the options for open, distance and flexible learning as a complement to conventional schooling in Malawi and Lesotho. Streuli & Moleni conclude that ODFL initiatives can help to alleviate the demands on formal systems. Of particular use for this Enquiry is the examination in Section 3.2 of the strategies and programme responses to the issue including addressing costs of schooling, mobilising communities, and improving quality and relevance of schooling, and how this can be achieved between various partners.

EFA FTI Global and Regional Activities (GRA) Programme – Stakeholder Consultations on the Out-of-School Issue Paper

Comments by Zakaria Sulemana – Education Programme Director of IBIS Ghana

<http://www.educationfasttrack.org/media/GRA/Comments%20on%20Out-of-School%20FTI%20GRA%20%20Ghana.pdf>

This very brief response from Sulemana to the Global and Regional Activities Programme Stakeholder Consultations gives a very quick insight into some of the major gaps in policy and implementation of out-of-school programmes. This includes state-civil society partnering and funding modalities as core areas concerning key stakeholders in this field in Ghana.

Non-formal basic education in Malawi – A brief survey, as a contribution to the UNESCO Global Monitoring Report 2008 on NFE

Swann, C. EFA GMR & UNESCO, 2007

This document is highly useful as a reference on the various actors and roles in Malawi's education sector, and for pointing the Enquirer to further avenues for follow-up. In the area of non-formal basic education Swann also provides brief descriptions of all the major programmes operating in this field.

3. Additional information

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