THE ROLE OF GHANA NATIONAL ASSOCIATION OF TEACHERS IN
DEVELOPING AND IMPLEMENTING A NEW EDUCATIONAL SYSTEM
FOR GHANA

by

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A THESIS SUBMITTED IN PARTIAL FULFILLMENT OF
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THE ROLE OF GHANA NATIONAL ASSOCIATION OF TEACHERS IN DEVELOPING AND IMPLEMENTING A NEW EDUCATIONAL SYSTEM FOR GHANA

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ABSTRACT

Because of the rapidly changing needs of the Ghanaian society, the educational system requires change. This study provides a conceptual framework for developing a new educational system in which there is co-operation among the Ghana National Association of Teachers, educational authorities and other interested agencies.

The thesis outlines a model of a four-tier educational structure comprising free basic compulsory education, second cycle secondary-technical education, tertiary college-university education, and non-formal continuing education. It places emphasis on equal access of opportunities to education for all Ghanaian children; they will be provided with education for worthwhile knowledge and understanding, education for improvement of culture, motivation for lifelong education, and training for acquisition of practical-occupational skills to enable the "products" of the schooling system to become either employable or self-employable.

In the implementation of the new educational system, it has been proposed that all categories of teachers should be retrained so that they will improve upon their academic and professional competence. They should also be involved in research and curriculum development activities within their own organization to enable them to develop,
examine, and evaluate educational programs on their own efforts.

To achieve the objectives of the proposed educational reforms, this thesis has provided a framework of citizen participation for decision making in education within Ghana through the establishment of a national education service commission, regional educational committees, district educational authorities, village-town development committees, parent-teacher associations, as well as staff and student committees throughout the country.
DEDICATION

Dedicated to my father and sister

who died while I was pursuing my studies in Canada.
I wish to express my gratitude to the following people and organizations for their assistance in completing the project:

To my supervisory committee -- Marvin Wideen (Senior Supervisor), Kieran Egan, and Ian Andrews from whom I have learned so much; their critical questions, suggestions, expectation of excellence, feedback and direction helped me to express my thoughts more deeply and clearly.

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And especially to my daughter Gina Obeng-Manu who helped me realize that my research study was not necessarily the most important thing in my life; there is my family I have left in Ghana for almost three years; they deserve my heartfelt thanks.
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CHAPTER I

DEFINING THE PROBLEM OF THE PROJECT

Background to the Problem

There is the desire among the general public and the present military government in Ghana to restructure the educational system. The purpose of the proposed educational system is to provide equal access of opportunities to all school aged children in Ghana; this has been advocated by the United Nations Educational Scientific and Cultural Organization (UNESCO) of which Ghana is a member.

There should be free access to a flexible system of schools properly inter-related so that nothing restricts the opportunities for each child to progress to any level in any type of education. (UNESCO, 1966, p. 4)

The thesis provides a framework of an educational system that might serve as a handbook for GNAT and as a working paper for a committee appointed by the government to collate views from the general public in restructuring the educational system.

Restructuring the educational system must take into account the problems created by the formal schooling system so that students leaving schools will be useful members of Ghanaian society as suggested by Julius Nyerere, President of Tanzania in his essay: "Education for Self Reliance".
The educational systems in different kinds of societies in the world have been, and are, very different in organization and in content. They are different because the societies providing the education are different, and because education, whether it be formal or informal, has a purpose. That purpose is to transmit from one generation to the next the accumulated wisdom and knowledge of the society and their active participation in its maintenance or development. (Nyerere, 1968, p. 44)

The above statement is similar to a typical traditional Ghanaian society's system of training given to the young before formal schooling began: a child born to a family learned through informal or unstructured instruction, the trade or the vocation of his parents. That is, if a child was born in a farming community, the child grew up to be a farmer. A child born in a pottery designing community also grew up to be a pottery maker. The trade and occupational practices of a family was passed through its descendants from generation to generation. Where a parent did not like his child to take his (parent's) trade or vocation, that child would be apprenticed to a neighbor tradesperson or craftsperson from whom that child would learn. The method of training the young, though not structured, was for a purpose in which everyone played a part in a traditional illiterate society.

Since Ghanaians came in contact with the British in 1844¹ and

¹ The British governor, Commander Hill, signed a treaty with the Fante Chiefs in Ghana (Gold Coast) in 1944 to begin a British colonial administration.
after the attainment of independence in 1957, there has emerged a new system of education called "schooling". Many a Ghanaian has followed a schooling system different from that of a traditional one. In this new system, special buildings are put up and children are sent there to be schooled. There are those who hold the view that the new type of schooling does not satisfy the needs of our rapidly changing society. They become worried when they ponder the problem of numerous students coming out from these institutions unable to find jobs. School leavers are seen roaming about the streets or queueing up at the employment centres searching for jobs which are not available; those which are available need some skills which these students do not possess. It is pathetic to observe that these school leavers have not been taught to work in the farms of their parents, most of whom are farmers. It means that they do not belong to their village communities, neither could they be part of the emerging elite society. A farmer sadly observed:

My own child, whom I have spent exorbitant sums of money in providing "their type" of education has completed but he cannot get a job. Every now and then he comes from the city to collect some money from me. When he comes, he does not want to spend more than a week; he is in a rush to go back to the city. What worries me is that most of our village children are going away from our village. Who are going to work in our farms as we are growing older and older?

The aging farmer is completely justified in his observations and remarks because the expectations of most parents are that schooling
should provide a better way of life for those who get the chance to receive it. Unfortunately, instead of formal schooling being developed to satisfy individuals and their society, it is producing "academicians" who are non-productive. This is a serious problem which requires the attention of teachers and their organization, when they are discussing educational reforms as part of their professional role.

Statement of the Problem

The problems that may be considered weaknesses of the Ghanaian educational system include lack of occupational and practical skills for adolescents leaving schools early, too much reliance on examination -- oriented curricula, inadequate teacher educational program, administrative bottlenecks as a result of centralization, inadequate supply of educational materials and the use of textbooks with foreign backgrounds.

In spite of the problems facing the Ghanaian educational system, there has not been any effective conceptual structure to solve them, all of which tend to make education a sorting out institution generating an elite type of society. It is the purpose of this thesis to provide a conceptual framework for developing a new educational system in which there is cooperation among the Ghana National Association of Teachers, educational authorities and other interested agencies. This stimulates the choice of the topic: "The
Role of Ghana National Association of Teachers in Developing and Implementing a New Educational System for Ghana.

The Rationale

The underlying factor which necessitates the need for the study is that the present educational system is poor; it is based on the former British colonial pattern of education aimed at producing clerks to help the colonial master in his administration. This is no more relevant to the rapidly changing needs of the Ghanaian society. The new educational system will aim at instilling in individuals an appreciation of the desirability of developing the human and material resources of the country. That is students will be provided with education for worthwhile knowledge and understanding, education for improvement of culture, motivation for lifelong education, and training for the acquisition of practical-occupational skills to enable school leavers to become either employable or self-employable.

It will be necessary, in developing an implementing this new educational system, to use some ideas from the west and adapt them to improve the quality of education in Ghana.

Methodology

The thesis will be undertaken through reviews of relevant literature; these include reviews on Nyerere's essay on "Education for Self Reliance", some ideas on Reconstructionist model of education
(Freire), the Humanist model of education (Rogers), the Behaviorist model of education (Skinner) and the writings of other educationists and from these developing an educational model to be called "Education for Development".

**Organization of the Study**

This thesis has been divided into ten chapters; each chapter is linked to the preceding one and the topics are arranged systematically to correspond to the main theme of the project.

Chapter I defines the topic and explains its significance to cover: (a) the background to the problem; (b) the statement of the problem; (c) the rationale; (d) the methodology, (e) organization of the study and (f) the concluding remarks.

Chapter II traces the development of the educational system to cover: (a) geographical and demographical information; (b) historical developments in education; (c) recent developments in education; (d) present educational system; (e) financing of education; and (f) boarding school system.

Chapter III outlines pertinent literature reviews related to (a) some views about schooling; (b) three purposes of schooling; (c) teachers and their organization; (d) Tanzanian educational system and (e) definition of terms.

Chapter IV provides the new educational structure covering: (a) education for development; (b) four-tier educational structure;
and (c) abolition of dichotomy between work and education.

The need of providing relevant curricula to be taught in educational institutions cannot be over-emphasized. Chapter V will provide academic and elective curricula that deal with: (a) curriculum theory and definition; (b) five conflicting conceptions; and (c) academic and elective curricula.

In order to apply teaching methods the decision making procedures have to be reviewed. Chapter VI will define the roles of GNAT and interested bodies to be identified in participatory decision making in education at national, regional, district, local and classroom levels.

It will be necessary to retrain various categories of teachers in order to effect any meaningful changes. It will not be possible to send the 91,000 teachers in Ghana back to educational institutions. Chapter VII will provide an Inservice Planning and Implementing Model to raise the academic and professional competence of professional educators.

In order that GNAT and teachers can play a central role in educational matters, a department of research and curriculum development activities need to be established. The implementation and evaluation of educational programs and the quality of teachers' involvement in such programs will be pursued by this department. Chapter VIII will define this central role of GNAT.

Implementation of programs requires the training of "trainers of teachers" to effect the necessary changes. Chapter IX will define the
roles of change agents; the various strategies they will be applying will be discussed.

The rationale underlying evaluation is to enable educational planners and decision makers in consultation with teachers to find out: (a) whether curricula and programs related to them are suitable to students, (b) whether the quality of teaching needs to be improved upon; and (c) whether the effectiveness of student teacher interaction is occurring. Chapter IX will examine: (a) rationales for program evaluation, (b) different instruments and procedures to be used, and (c) the development of evaluation concepts applicable to the Ghanaian situation.

Furthermore, it will be necessary to raise some issues and make specific recommendations at the conclusion to be considered by GNAT and other agencies in the development and implementation of a new educational system for Ghana.

Limitations of the Study

The first limitation of the study concerns the achievement of the objectives of the proposed educational reforms which largely depend on adequate financial resources; the cost of such programs has not been fully analyzed in the study.

The second limitation is that change in any magnitude does not proceed quickly; that is successful implementation of the new reforms might take a considerable period of time -- three to five years --
before any meaningful changes can take place.

Concluding Remarks

In conclusion, the thesis will attempt to answer the question: "What role should the GNAT play in developing and implementing a new educational system for Ghana? The purpose of this monograph is to answer this question by providing a framework for a new educational system and securely developing procedures and processes in its effective implementation and evaluation. In an attempt to achieve this desired objective, the GNAT and all other interested agencies will be expected to play appropriate roles through the concept of participatory decision making in education in Ghana."
CHAPTER II

GHANA - AN OVERVIEW

Development of Education and the Formation of GNAT

Geographical and Demographical Information

Ghana, formerly known as the Gold Coast, and ruled by the British since 1844, achieved independence on the 6th of March 1957. It is situated in the western part of Africa lying between latitude 4° and 11 1/2° North and bounded in the north by Upper Volta, in the West by the Ivory Coast, in the east by the Republic of Togo, and in the South by the Atlantic Coastland — the Gulf of Guinea.

The country covers some 673 kilometres from south to north and 536 kilometres from east to west; it has an area of 239,460 square kilometres and a tropical climate characterised most of the year by moderate temperatures, constant breezes and clear sunshine. There are two rainy seasons around May and September. The highest temperatures usually occur between February and April just before the rains start. There are many ethnic divisions in Ghana, and more than 50 different dialects or languages spoken. Major linguistic groups are the Akans including the Fanti who live principally on the Coast, and the Ashantis in the forest areas immediately to the north; the Ga and Ewe speaking peoples of the south and south east; and the Mole-Dagbani speaking tribes of the northern and upper regions. English is the official and commercial language and is taught in all schools. Fifty
two point seven percent of Ghanaian adults are Christian, 13.9 percent are Muslim, 21.6 percent are traditional animists, and the remaining 11.8 percent are members of other groups (Manu et al., 1980). At present the country is ruled by a military government.

**Historical Developments in Education**

Formal education was introduced through an accident of history. That is the European traders and missionaries who arrived and settled the coast of West Africa in the 14th - 15th centuries built forts and castles for use as trading centers. Schools were established in these military bastions for the European children who had been born in the country. By the 19th Century, when the British took control of the administration of Ghana, a period of educational expansion began as a result of governmental and missionary activities. In addition to the schools established by the government, the missions also established their schools at their various locations. The first Basel Society missionaries arrived at Christianburg in 1828 and left Accra and settled at Akropong Akwapim where the climate was more favourable to them. They established a school for training catechists in 1848; it became the first Teacher Training College in the country. They built many schools around the Akwapim area. The Wesleyan Methodist Society arrived at Cape Coast in 1835 and through the pioneering work of Rev. Joseph Dumweli and Rev. T. B. Freeman; they had opened about twenty schools by 1900 (Stein, 1976).
The work of the Roman Catholic missionaries dates back to 1881 when the Portuguese settled at Elmina. The first white fathers arrived and opened their first school in 1882 and later built schools at Agona, Komenda, Shama and at Cape Coast in 1980. The Ahamadiyya movement also arrived in 1921 and established its first school in 1923 at Saltpond. These missionaries needed the local people as their intermediaries and therefore trained them as catechists and potential interpreters (Bediako, 1974). This missionary influence still permeates into the present school system. Managing a large number of educational unit schools than any other educational unit, the Roman Catholic Church is active in many regions and operates a sizeable number of schools in Ashanti, Eastern, Central and Western Regions. The Methodist Church manages the largest number of educational unit schools in the Central Region and almost as many schools in the Ashanti and Brong Ahafo Regions as the Roman Catholic Church. In the Eastern region, where it is most active, the Presbyterian Church manages the largest number of educational unit schools, while the Evangelical Presbyterian Church, containing its activities almost entirely to the Volta Region, manages there the largest number of such schools (Stein, 1976).

Some educational reforms were made by the British Colonial Government in its attempt to change the educational system. The Education Ordinance of 1852 was passed to provide better education to the inhabitants of the British forts and settlements in the Gold Coast. It is also recommended the need to train teachers. An
Inspector of Schools was appointed in 1956 by the government to supervise the schools. In 1879 Dr. J. A. B. Horton was invited by the Governor to draw up a scheme for an educational system which would encourage the Africans to educate their children (Graham, 1971). Among his recommendations were the establishment of a Government Day School in Cape Coast, Winneba, Accra and Anomabu. He also recommended the setting up of an academy to train students and teachers. Later the colonial government appointed Lord Kimberley who became instrumental in passing the Education Ordinance of 1882. Two recommendations were made to establish two types of schools: 1) Government schools to be financed from public sources; and 2) Assisted Schools to be run by private individuals and missions. Grants were given to the Assisted Schools depending upon their efficiency. A Board of Education was to be set up to control and supervise schools. Rev. M. Sunter who was the Principal of Furrah Bay College in Sierra Leone was appointed to be the Inspector of Schools. The 1882 Ordinance also made suggestions for the establishment of industrial schools.

The Education Ordinance of 1887 was passed and made provision for the appointment of Managers by the Missions. The need to set up a Central School Board was recommended to make regulations for running and inspection of schools as well as providing teacher certification. It also recommended that schools that could benefit from government grants were those which enrolled children irrespective of their
religion or race. Furthermore, children in such schools should not be forced to receive religious instruction against the wishes of their parents. Drawing, industrial education, physical education were to be added to reading, writing and arithmetic. While the teaching of these subjects were made compulsory, singing, elementary science, bookkeeping, shorthand and mensuration were to be made optional subjects. Thus, the 1887 Education Ordinance made provision for the payment of grants during yearly inspection of schools. A six shillings grant was paid in respect of an individual student who passed an examination in Arithmetic, Reading and Writing. When a pupil failed in one subject, the grant was reduced to four shillings and failure in two of the subjects reduced it to two shillings.

Governor Gordon Guggisberg in 1920 set up a committee to study previous ordinances and to advise possible reasons for the failures and successes. The committee chaired by the Director of Education, Mr. D. J. Oman, made recommendations which included the following: (a) that English Language should be introduced as a subject in primary schools while the vernacular should be used as the medium of instruction, (b) attempts should be made to write books in the vernacular, (c) more and better training and improved conditions be given to teachers, and (d) that the government should establish a Boarding School for Boys; this led to the opening of the Achimota College in 1924 to cater for primary, secondary, and teacher education.
A Commission which was financed by Phelps Stokes Fund -- a multi-million dollar fund -- set up by an American lady in her will to promote negro education in the United States chaired by Dr. Jesse Jones toured West Africa. In the team was Dr. Aggrey from the United States, a native of the Gold Coast. The Report of the Committee published in 1922 stressed the need for education for girls, character training, rural development and the need for more secondary schools for the training of the negroes. The Report of the Committee led the Colonial Office to set up a committee which resulted in the submission of a memorandum of Education in British Tropical Africa. Consequently, the report engineered the setting up of sixteen principles of education in 1925 by Governor Guggisberg (MacWilliam, 1962). The principles included the following:

1. Primary education must be thorough.
2. The teaching staff should be of higher quality.
3. Character training should have an important place in education.
4. Equal educational opportunities for boys and girls.
5. Co-education is desirable at some stages of education.
6. Religious training should be part of school life.
7. Provision of trade schools was necessary.
8. A University should be provided.
The Guggisberg educational policies helped to bring some radical changes in the educational spectrum. It is significant, however, to note that these educational reforms of Guggisberg (McWilliam, 1962) -- one being the Ordinance No. 12 of 1925 -- laid down a minimum salary scale which all missions and private schools employing teachers had to be guided. It took effect from 1927 and applied to only non-government teachers. Just as the mission schools were about to enjoy their new minimum scales, a general economic depression hit the Gold Coast. The economic facts were that the world price of cocoa, the major foreign exchange earner of the Gold Coast fell from 50 pounds a ton in 1929 to 20 pounds a ton in 1930. The Colonial Government therefore reduced general governmental expenditure, consequently cutting the education budget by 50,000 pounds (Asiedu-Akrofi, 1971).

The result was that the minimum salary scale for teachers which had been introduced to the mission school teachers was withdrawn, and new lower scales accordingly substituted with 68 pounds instead of 100 pounds per annum for the four-year trained teacher. This did not affect those teachers in government schools. The reduction of the salary of teachers was the explosive device that "set the fire in flames" -- that is the result of the deductions epitomized the formation of a Ghanaian Teachers' Union in 1932 to fight against the cut. The year 1931 marked the beginning of the Teachers' Organization financed and controlled entirely by teachers. This organization,
under the leadership of Mr. J. T. H. Yanka, head teacher of Accra Bishop School was called the "Assisted School Teachers' Union" and later renamed "The Gold Coast Teachers' Union" (GCTU) (Odame-Darkwa, 1981).

The government appointed a committee in 1937 as a result of the activities of the GCTU -- The Central Advisory Committee of 1937 -- to review the educational system and to make recommendations for its modification and implementation. The outbreak of the Second World War delayed its report until 1941. Among its recommendations were the introduction of Primary School Leaving Certificate (PSLC), the institution of a two-year teacher training program leading to the awards of a Teacher's Certificate B. It was an attempt to solve the problem of demand for teachers for primary education.

Recent Developments in Education

A series of momentous events took place in the country after the Second World War in 1946 and this affected education and teachers. Social and economic difficulties after the war rapidly led to a political re-awakening without precedent to the history of the country. Governor Allan Burns introduced in 1946 a New Constitution -- The Burns Constitution (Nkrumah, 1971); it introduced an unofficial African majority into the Legislative Assembly for the first time. But real political power was still reserved in the Governor. The New Constitution generated a heated debate and in turn created a strong political awareness among the people. It was this political awareness
that led to the formation of the United Gold Coast Convention (UGCC) in 1947. Two years later, in 1949, the Convention Peoples' Party (CPP) was also formed. In 1948, riots occurred in Accra which quickened the tempo of political agitation and the demand for self government. The Watson Commission of Enquiry which followed the riots and the Commission's Report resulted in 1951 Constitution which offered Ghana self government in preparation for full independence (Osae, 1981). The relevance of these events for teachers is important.

Teachers played, for the first time, a prominent role in the national politics. They were able to put pressure on the government. As a result, the government made an annual grant in aid of 200 pounds to the Gold Coast Teachers Union to run its union secretariat. The grant was used to appoint a full time General Secretary in the person of Mr. E. B. Odunton (Asiedu Akrofi, 1971). Both Odunton and Yankah were dynamic and as a result of their leadership the GCTU became very strong to put pressure on the government to appoint the Erzuah Committee in 1951. Mr. J. B. Erzuah, who was the chairman of the committee, was himself a teacher. The Committee was charged to consider and make recommendations on the terms of non-government teachers, promotions in general and, in particular, moving from one salary scale to another, pensions and gratuities, discipline and administration of it. The Erzuah Committee made favourable recommendations which included the following:
1) Unified salaries and other conditions of service of teachers in the country were achieved. It raised the initial salary of the Certificate B teacher from 72 pounds to 100 pounds per annum and that of Certificate A teacher from 84 pounds to 150 pounds. The flat annual salary of 42 pounds per annum for the pupil teacher was also raised to 84 pounds. For the first time the head teachers were to receive responsibility allowances.

2) That the special cadre of teachers that had, hitherto, formed an integral part of the civil service was abolished.

3) That the Association of Teachers should be independent of government.

4) That a unified pension scheme for all teachers as well as a new code of discipline be implemented. (Osae, 1981)

Fortunately for teachers, the first parliament to be elected in 1951 Constitution saw a good number of teachers as members of parliament; some became ministers of State. As one of its avowed aims of the first government under Dr. Kwame Nkrumah pledged itself to providing education for every child of school going age. This policy was given expression in the famous Accelerated Development Plan for Education. To put the plan into effect a large number of classrooms were built and all kinds of temporary classrooms were provided. Thousands of ex-middle school leavers were appointed as teachers. Later a number of training colleges were built.

The effect on school population was spectacular. The Education
Act of 1961 was passed as soon as Ghana became independent to give a legal backing to the compulsory yet free primary and middle school educational programs introduced during these years. The Act made the local authorities responsible for building, maintaining and managing primary and middle schools while the central government continued to pay the salaries of teachers. In fact, the Education Act of 1961 -- Act 87 -- was the first Education Act to be passed after Ghana's independence.

The GCTU became happy because of its concerted efforts to see dramatic educational reforms. After going through many difficulties and assuming many names, the GCTU came under the wings of Ghana Trade Union Congress (TUC) from 1958-62 (Ghana Government, 1978). In June, 1962 the government decided that the Union should be dissolved and authorized in its place the formation of a Teachers' Professional Association which had long been requested by many of its members. Consequently the Association was inaugurated at Achimota on 14th July of the same year, renamed the Ghana National Association of Teachers (GNAT, in short).

**GNAT**

The GNAT is a voluntary, non-political, non-sectarian, independent association of teachers of more than 90 thousand teachers in pre-university educational institutions. The membership continues to grow and stood at 91,000 as at 31 August 1981, made up of
principals, headmasters, and some teachers involved in administrative duties in the offices of the Ghana Education Service.

The aims of the Association are as follows:

a) To bring all qualified teachers in public and private institutions in Ghana into a unified association.

b) To promote academic standard, professional competence and conduct of members.

c) To promote the interest of teachers and secure for them attractive conditions of service that will retain them in the profession.

d) To provide internal economic and welfare services to members.

e) To co-operate with the Government of Ghana in the pursuit of educational advancement.

f) To arouse and increase public interest in educational affairs.

g) To place the services of the Association at the disposal of public bodies and other organizations in the pursuit of education.

(GNAT Constitution, 1980, p. 1)

To achieve the aims of the association, simple but democratic institutions have been established at all levels of GNAT.

The basic unit of GNAT is the local branch, of which there are 487 throughout Ghana. In addition there are 65 districts and nine regional branches which are co-terminus with the district councils and the district offices of the Ghana Education Service (GES). This structure enables the association to function as an effective partner in cooperation with the regional and district authorities.
The supreme authority of GNAT is the National Delegates Conference, held once in every two years and attended by National Council members and by delegates elected at regional conferences. At this conference, delegates review GNAT activities during the two previous years, formulate policies and programs for the ensuing two years, and take major decisions for action.

Ministry of Education

The Ministry of Education as it stands today is responsible for:

a) Formulating national policies with respect to education, Ghanaian and foreign languages, book development, documentation, libraries and religious affairs.

b) Ensuring that national policies not only comply with overall objectives and harmonize with those in other sectors of national activities, but also play a full role in the economic and social development of the nation.

c) Coordinating the activities of all agencies under it, as seen in appendix A. As a result of hierarchical structure one could see clearly that it takes a long time before decisions are transmitted from the top to the bottom, not to mention the potential distortion of messages at various levels.

One of the efforts of GNAT was to pressure the government to appoint a Committee in 1972 to consider the establishment of the Ghana Education Service. The Service came into being in 1974. It brought
together all teachers in pre-university educational institutions in
the public system and all professional staff in the Civil Service in
the Ministry of Education to be members of the Service. The General
Managers of schools and their supporting staff also became members of
the Service. Among the functions of the Service are to provide
general education, teacher education, special education, technical and
business education; to manage, supervise, and inspect pre-university
educational institutions' to arrange to register teachers; to maintain
professional standards and to draw up educational policies and
programs. The Service is governed by a central body which is the
Ghana Education Service Council made up of eleven members appointed by
the government on recommendation of the Minister of Education; the
Principal Secretary and the Director General of the Service are
members (Ghana Government, 1974).

Universities

There are at present three universities in Ghana — University of
Ghana (Legon), Kumasi University of Science and Technology (KST) and
University of Cape Coast (UCC). They are managed by the National
Council of Higher Education which was also established in 1969. Its
function is to advise the government on the development and running of
institutions of higher learning in Ghana. The Council has
administrative responsibility for the country's three universities as
well as other institutions like the Institute of Statistical Social
The Council has representation on the governing councils of the country's three universities. It also operates University Grants Committee and acts as the main channel of communication between government and the universities. It assesses the financial needs of the universities and makes recommendations to the Government for subventions and grants.

The Present Educational System

The formal educational system therefore consists of primary, middle, secondary, teacher training and university education (Figure 1). The education is modelled on the former English system comprising six primary and four year middle school; these two together offer ten years schooling. In 1972-73 a new system, six year primary and two year continuation school was also introduced. In 1974 a six year primary and three year Junior Secondary was also introduced. In effect, three different types of primary education have been running concurrently. In any of the systems at the end of the sixth year, or seventh and eighth years, a Common Entrance Selection Examination is conducted to select successful candidates into secondary and other second level educational institutions. There are also a few private
Figure 1. The Present Educational Structure

- Elementary schools
  - 6 year primary education
  - 4 year middle school education

- Secondary Schools
  - 5 year secondary education (OL)
  - 2 year sixth form (AL)

- Initial Training
  - 4 year post middle

- 3 year post secondary

- Diploma colleges
  - 3 years

- Universities
  - 3 years university education
  - 1 year PGCE
primary and secondary schools.

Selection of students for secondary school is based largely on the Common Entrance Examination conducted by the West African Examinations Council and taken by interested students who are in the first and second or third years of the middle school program; also students in the sixth year (Primary Class Six) of some selected 6-year English Medium Primary Schools are allowed to take the examination.

The general secondary schools offer a basic five year course leading to the West African School Certificate, Ordinary Level. Some of the schools are classified as Sixth Form Schools; they give an additional 2-year sixth form course leading to the General Certificate of Education, Advanced Level. It is worth noting that adequate performance in these examinations constitute the basic entry requirement for university degree courses. The public technical commercial schools also offer five year course and a further two year course each leading to either a West African School Certificate or to a special Commercial Examinations conducted locally or by some British Examination bodies.

At the completion of ten years middle school education or after completing five year secondary education, students can apply for admission to four year or three year Teacher Education Programs, leading to Certificate A (four year) or Certificate A (Post Secondary) Teaching Certificates. There are also three-four year Degree or Diploma programs at the University or Diploma awarding institutions.
A point worth noting is that a student spends six-ten years in the primary and middle school, five years in completing the basic secondary school, two more years in the Sixth Form -- a total of 15 to 17 years -- before being qualified to enter university. As of 1960 census data, the largest proportion of students in the fourth year of the basic five year secondary school course were already 20 years of age or older (Stein, 1976). Ghana has a centralized governmental structure; that is formal education is a central government responsibility. The government establishes policy and passes legislation governing the organization and administration of the formal education system. The Education Act 1961 (Graham, 1958) provides for the organization and administration of pre university education and separate centrally elected legislation provides for the administering of the universities.

Most of the elementary schools are run by local authorities and educational units, most of which are religious bodies. As managers, the local authorities and educational units assist the Ghana Education Service with the assignment and payment of teachers. The educational units receive from the central government grants to maintain their offices and pay the salaries of their supervisory administrative and clerical staff. The secondary schools are managed by Board of Governors with directives from the regional and headquarters of the Ghana Education office.
Financing of Education

The financing of education involves capital expenditures in education, payment of tuition fees which is free in almost all the levels of education, provision of board and lodging for university students, Teacher Training Colleges, sixth form and secondary students, as well as those in technical, and other polytechnic institutions. Public servants on leave with pay receive their full salaries and rent subsidies; they pay one-third of their board and lodging fees while the government pays the remaining two-thirds. In addition, there are a number of scholarships and bursary schemes operating at various levels of education. There is also a special education program for the Upper and Northern Regions. In these two regions students are exempted from payments for textbooks, stationery and boarding fees when they attend school in any part of the country. Whereas, in all the regions, the local authorities are responsible for the building maintenance and equipment of primary and middle schools, the financial responsibility for the provision and maintenance of accommodation and the supply of equipment for all educational institutions within the public system is borne by the central government.

Since 1952 when the Accelerated Development Plan for Education came into force, it has been the policy of the government to provide not only free tuition but also completely free boarding facilities to trainees in initial training colleges. The rationale behind the
policy was to ensure an adequate supply of qualified teachers so as to make it possible to extend education to most children in the country until the long-term objective of universal free and compulsory education would be achieved. It was also an attempt to eliminate or reduce the country's dependence on pupil teachers in the education of the child. Out of a teacher population of 91,000, about 41,000 are unqualified. In the fifties and early sixties, the free boarding facility for initial teacher trainees took the form of monthly allowance for the students. Then in the late sixties the budgetary allocation for student allowances was changed to "per capita grant" for teacher training colleges. In about 1973-74 the per capita system was replaced by the government providing directly for all sub-items, including foodstuffs to the boarding institutions. Thus, in terms of budgetary allocations, the government became directly responsible for the boarding expenses of the colleges, instead of the indirect way of providing for them in the form of allowances or per capita grants.

Government since 1970 has been increasingly compelled by the ever-worsening inflation to go to the aid of parents. For example, expenses such as half of the salary of the Bursar and the salaries and allowances of the domestic bursar-matron and cooks, which used to be paid from boarding fees paid by students in boarding institutions had to be taken over by the government. As a result, the government is compelled to bear more than 50% of the cost of foodstuffs consumed by students in such institutions. In 1979 the government spent as much
as 54.9 million cedis as boarding or food subsidy. What makes the size of this subsidy so alarming is the fact that the total capital estimates for the whole Ministry of Education was 47.5 million cedis (GES, 1979). The problem facing the educational system is that many of the existing institutions are not properly housed, and many others are not being run properly because they are short of educational materials. In some places children do not have either classrooms to attend classes; at other places there are no tables and chairs on which students would sit. Most primary and middle school children who pass the Common Entrance Examination do not get admission to secondary schools because of lack of facilities.

**Boarding School System**

It was introduced by the missionaries whose aims were purported to convert the African child from his traditional religion to Christianity. The mission schools which were opened were turned into boarding schools. When secondary schools and training colleges were established students were recruited from all over the country; it became inevitable that boarding facilities were needed. In a boarding school children from different ethnic groups congregate to be educated together. In their interaction, they learn different languages, different cultures, and begin to accept and respect the behavior patterns of other students. The boarding system tries to integrate students to grow up with one national identity instead of the children
growing in their own ethnic environments. In most Ghanaian homes where there are no facilities for congenial learning, the boarding school environment provides a good atmosphere for students to learn. One school of thought, looking at the above arguments, contend that the state benefits from the expenditure incurred in providing any subsidy; this group argue that the boarding school system is therefore good and should be maintained irrespective of cost. A second school of thought argue that the boarding school system separates parents from their children. There is therefore lack of parental care, love for one's children and lack of parental control. As a result, the system tends to alienate children from their normal home training. They acquire habits which are different from that of their homes. The system, the school argues, perpetuates a class system, making the children strangers and aliens in their own homes. Furthermore, the boarding house brings students of different characters at the tender age who fall victims to the evil influences exhibited by vagabond students.

The point worth noting is that the boarding schools cannot cater for many more children going through the schooling system; there are no sufficient accommodation and other facilities. As a result of shortage of food, many boarding schools are compelled to close earlier than the normal period. This means the normal school year is cut by almost a half and the syllabuses are not usually covered. The heads of boarding educational institutions spend most of their time going
around looking for food items instead of spending their time on administrative, professional and curriculum matters. There have been demonstrations, strikes, and destruction of property by students in boarding schools as a result of scarcity of food and other facilities. The question of whether Ghana as a nation should continue to subsidize food to the tune of 54.7 cedis a year while 80% of primary school leavers have no access to secondary education becomes an important issue.

Summary

It can be seen that two types of schooling have been provided. The first is the pre-independence colonial education which was designed to prepare the young for the service of the colonial master; the state interest in education therefore stemmed from the need for the training of local clerks, and junior officials; also various religious groups were interested in spreading literacy as part of their evangelical work. The second is the post independence type of schooling which, despite its rapid expansion, has tended to perpetuate an elitist society; that is few people have the chance to go to school due to lack of opportunities. In each of the two systems, a student spend six - ten years in the primary and middle school, five years in completing secondary school, two years more in the sixth form -- a total of 15 - 17 years before one is qualified to enter the university.
Ghana has a centralized government structure and therefore formal education is a central government responsibility -- that is the government establishes policy and passes legislation governing the organization and administration of formal education.
CHAPTER II
LITERATURE REVIEW

Some Views About Schooling

In this review, there is an assumption that the Ghanaian educational planners and administrators tend to be positivist behaviorists. Behaviorists (Skinner, 1968) contend that education is simply a process of conditioning. They assume that individuals, especially a learner, is not free. As a result, his learning must be directed by those who are wise enough to know what he must learn and how he must learn it. Usually children are conceived of in terms of clay that must be shaped and moulded by the omniscient authority. There is little place for emotions, feeling, attitudes, individuality or self-image in the behaviorist plan for providing education. Learning is largely directed to the basic academic skills of reading, writing and number usage which are deemed sufficient for a constructive and competitive role in the society. The Ghanaian educational administrator is concerned with developing a system of schooling that will provide an individual who can become an efficient and well-disciplined laborer in a technocratic and competitive world, hence the school is frequently referred to as the microcosm of the society it is intended to serve. The educational administrator demands an educational system that resorts to external and competitive devices such as marks, honor societies, certificates, plaques, and,
most important, continuous and constant testing to keep the learner and teacher in line. The teacher is one "who arranges the contingencies of reinforcement under which the pupils are automatically conditioned toward specified terminal behaviors." (Weinberg, 1974)

The educational administrator views educational output only in terms of the acquisition of certain basic skills that are valued by a perceived view of society. These skills are taught using external competitive devices based on punishment and reward psychology. Essential to this process is a system of testing that motivates better conditioning, limits the scope of conditioning and gives the authority information on how well or how poorly the conditioning is operating. All of this can be appealing to the inexperienced or unsophisticated observer of the educational scene. It is a simple, precise, and easily misunderstood process that manifests many of the common homilies and prejudices of prior conditioning of adults. Unfortunately, since adults have been programmed in this way, they can hardly be expected to fault it if they have been successful.

The comparison between the educational administrator-behaviorist view toward schooling, and the Ghanaian scene is that policy makers have not been able to restructure the educational system inherited from the colonial administration. In order to perpetuate their desired goals, there is screening at all levels of the educational system to "sift" the brilliant students and put them into institutions
which is the "passport" to a good life in the community. It has been forgotten that in building an ideal country, the conservative laborer, the wayside fitter, the farmer, and everybody else has a part to play. It has also been forgotten that the educational system does not offer equal opportunities to all children in the country. Looking at the point of view of the educational administrator, one will not hesitate to say that the educational planner is doing the country more harm than good. They have emphasized on passing examinations, but their weakness is that they do nothing to ensure that students learn worthwhile knowledge and understanding, and they lack provision for the necessary technical and vocational skills so needed in a developing country like Ghana.

In this literature review there has emerged some schools of thought -- reconstructionists and humanists, for example, who contend that students should have control over most of the variables in their learning environment -- what, how, when and where they learn. The motivation and rewards of learning must be intrinsic and emphasis placed on student growth in autonomy and independence. They argue against the behaviorist theory because of the issue of control. A controversial issue has to do with a belief that behaviorist theory fails to account for the uniqueness of people. Other schools of thought, especially that of developmental psychology believe that children construct their own experiences, reaching out to act on their environment. They argue against the stance that the environment
shapes behavior. Furthermore, practitioners often react negatively to the behavioral model because they believe that scientific approaches, by definition, omit a necessary human dimension. They think the teacher-student interaction resulting from such techniques must necessarily be devoid of nurturance and acceptance. Behaviorists counter argue that teachers can and should be researchers in the sense of being good observers and recorders of behaviors, and that quantifying experience does not in itself change the experience. Some other people object to behaviorism because they believe it oversimplifies the nature of causation. They see behavior as more complex and multiply caused. Behaviorists, on the other hand, are simply not concerned with causation; they are interested in altering behavior (Joyce et al., 1980).

Despite the criticisms being levelled against behaviorism, Skinner contends that reinforcement in educational settings is infrequent and often delayed. Students rarely receive immediate feedback on their progress, sometimes waiting for days or a week to have their papers returned. As a result Skinner argues that the curriculum is poorly sequenced and usually delivered in large unmanageable chunks. Skinner (1968) observed a lack of attention to positive behaviors, accusing teachers of attending primarily to undesirable behaviors and that the use of aversive practices (punishment) is prevalent in the classroom.

Examining the reconstructionist view critically, Paulo Freire, a
social reconstructionist, is asking progressive educators to consider his "cultural action for conscientization" (Freire, 1968), in order that learners might be liberated. The expression "conscientization" means the process by which people put into a learning situation are regarded as only recipients of facts being communicated to them instead of being made active learners. Through active learning they would achieve a deep awareness both of the socio-cultural reality that shapes their lives and of their ability to transform their reality. It means enlightening people about the obstacles that prevent them from having a clear perception of reality. One of these obstacles is a standardized way of thinking -- acting according to the prescriptions received from communication media, rather than recognizing one's own problems. Another way to examine conscientization is to help learners apprehend the origins of facts and problems in their situations rather than attributing them to superior power or to their own natural incapacity. Unless people see the facts objectively, Paulo Freire believes they would accept the situation apathetically, regarding themselves incapable of affecting their destiny.

Freire compares conscientization to a customer at a bank who submits a cheque. The customer is only a recipient of his money; he does not know how his money previously deposited is being used either. The inference of this is that learners are only exposed to theories and facts when being schooled. The authorities do not find out
whether what is being taught to learners could be of practical value to their future life. They are satisfied because a learner has been able to pass their prescribed examination with a credit or distinction.

Freire (1970) has put his philosophy into practice by teaching reading to adult illiterates. In teaching reading through the traditional method it is the responsibility of the teacher to choose words his student would need and he proposes them to the learners. The teacher does this because he is going through a prescribed curriculum and textbooks to be accomplished within a certain period of time. In Freire's approach, he asks the illiterate students to create texts that express their way of thinking and their perceptions of the world.

Freire claims that the traditional way of teaching features word selections that have little to do with the student's socio-cultural reality; in this approach words are chosen for their pragmatic value in communication with one's group, for phonetic reasons, and generative features such as syllabic elements; through these learners would compare and read words of importance to themselves. While in the traditional way of teaching, the teacher implies that there is a relationship between knowing how to read and write and getting a good job, Freire stresses that merely teaching persons to read and write does not work miracles; if there are not enough jobs, teaching reading would not create them. The observations I make in examining Freire's
views are that the Ghanaian educational administrator still patterns the Ghanaian educational system in the same way as the colonial period. The aim of education at that time was to train Ghanaians to fill the clerical positions and help the colonial master in his administration. Ghanaian society is now rapidly changing and with the establishments of industries, commerce, financial institutions, and development of scientific agriculture should the need arise, of a new system of education that would help to improve the system. The reconstructionist philosophy in education advocates a schooling system that would look at the needs of the society so that its "products" could easily fit into that society.

In this orientation it is argued that schools are essentially institutions created to serve the interests of the society. As such, their mission is to locate social needs, or at least to be sensitive to those needs and to provide the kinds of programs that are relevant for meeting the needs. (Eisner, 1979, p. 62)

In contrast to the points raised so far, the humanist is deeply concerned about the individual learner, his freedom and destiny "consulting oneself and supposedly enjoying one's capacity to discriminate and sense the world" (Eisner, 1979). The humanist does not believe that education exists merely to perpetuate an existing social order; instead the humanist sees education as a vehicle for improving humankind and its capacity to live and work with others.
Their goal is to provide persons with more alternatives to choose from in terms of their own lives, to take responsibility for seeing these choices and to realize that they, the learners, can make these choices. (McNeill, 1977, p. 47)

The humanist educator accepts the learner as he is, rather than what it is thought he would be acknowledging what he is, neither to his credit nor to his shame. The learner is never judged on how his talents compare with those of others, but on how well he uses his talents. For the humanist, the purpose of education is to help each learner know himself, respect himself, become himself as he learns to work with and for others. Humanist philosophy regards the development of skills in the schools as incidental to broader humanistic goals. Learning experiences are geared to individuals rather than group standards in an environment in which learning and achievement are their own rewards. Skills are acquired from the individual's self-determined need and desire without external devices that compare, reward, and punish them. Individual feelings, emotion, attitude, self-concept, and self-image are major concerns because they have a powerful influence on learning.

These three views of behaviorism, humanism and reconstructionism are summarized in Figure 2. They provide background to the conceptualization provided in Chapter IV.
Figure 2. Summary of Three Views of Education

<table>
<thead>
<tr>
<th>FOCUS ON PROCESS</th>
<th>FOCUS ON PRODUCT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Focus on the Progressive Function of Education</td>
<td>Focus on the Conservative Function of Education</td>
</tr>
</tbody>
</table>

### Reconstructionism
- to reconstruct or to reorder the structure of society
- society is so exploitive and class dominated that one must first provide teachers with knowledge and skills so that they will understand how the present society "operates"

### Humanism
- Rogerians
- Focus on:
  - confluent education
  - reform
  - individualizing
  - personalizing
  - qualitative assessment
  - how children are learning
  - human growth and development

### Behaviorism
- Skinnerites
- Focus on:
  - academic disciplines
  - core curriculum
  - forward (back) to basics
  - an external curriculum
  - qualitative measurement
  - what students have learned

---

- tend to move to a position of futurologists emphasizing economic determinism
- tend to regard the school as an institution to educate all students
- tend to focus on the individual student and to de-emphasize the place or importance of the group
- tend to regard the school as a "sorting out" institution

---

*Rogerians* and *Behaviorism* focus on the Conservative Function of Education, whereas *Reconstructionism* focuses on the Progressive Function of Education.
Three Purposes of Schooling

The literature reveals that if public schools would perform their educational functions, then the schooling system should first and foremost enable the students to assume responsibility for their own growth; in other words, all education must prepare for self education (Kazepides, 1982).

It is being claimed that the students, as a result of the education they receive, should perceive the world in a different and better way than they otherwise would. Educators should seek to increase the students' understanding of the world.

Educators believe that in educating they are doing what is good for the educatees. In effect, they believe that educatees will one day be glad that they were influenced in this way. (Chambers, 1983, p. 33)

Secondly, we should ensure that the activities of schools must in fact be such that they broaden children's outlook in life, give perspective to what they do, provide meaning, knowledge, and real understanding and encounter with values and thus help to make children more rational.

Thirdly, there might be the need to train Ghanaian children to acquire vocational technical and practical skills so that they can be useful citizens in the society. Students we educate should have knowledge and understanding and also become either employable or self-employable. In order to answer the question being discussed, the
schooling system should provide (1) Education for worthwhile knowledge and understanding, (2) Schooling for improvement of culture, and (3) Training for manpower development.

Education for Worthwhile Knowledge and Understanding

In restructuring the educational system, educational institutions should exist to pass on "the best that has been thought and said". The nucleus of knowledge and the chief content or subject matter of instruction are found in the academic subjects that are primarily intellectual, such as language, literature, mathematics, the natural sciences and the fine arts (McNeil, 1977). These are according to Hirst (1974) the seven differentiated forms of knowledge: mathematics and logic, the physical sciences, knowledge of persons, literature and fine arts, morality, religion, and philosophy. All the children in schools, slow learners, average students, as well as above average ones, should all be provided with these forms of knowledge to help them in the development of reason, rationality and cognitive perspective. In building an ideal educational system, these forms of knowledge should be part of school curricula.

Not only should knowledge be acquired but also understanding, and this should be provided in depth and in breadth (Peters, 1966). As Rousseau constantly reiterated, "Give him not what he wants, but what he needs" (Deardon, 1972). What the child needs is learning outcomes which have educational values. When a child is provided with the type
of education being proposed, it would be expected that he/she would be an educated person who has not only acquired certain skills, habits, beliefs, attitudes, and values that are deemed desirable or useful by the particular social group to which a person belongs or by the larger society:

It is rather to have one's mind and character disciplined by the logic and the standards of excellence immanent in the various disciplines of thought... The aim in education... does not develop one's understanding but the development of the ability to recognize the demands of reason in its various forms and to fulfill them. (Kazepides, 1982, p. 156)

It is worth noting that the education would involve not only a specific body of information, but rather an initiation into all the realms of human intellectual achievement -- the development of a rational mind and the intellectual autonomy of the individual. "Education to be initiation into culture and knowledge and the provision of understanding of 'the reasons why of things'" (Barrow, 1980, p. 68).

**Schooling for Improvement of Culture**

In trying to answer the question "Schooling for What?" it is to be noted that the Ghanaian literate tends to be isolated and divorced from the realities of his traditional culture. For example, he does not appreciate his traditional music, drumming, dancing, and other art forms, and tends to look down upon some of them. This has been so
because, after one has gone through the formal schooling system, he is trained to refrain from the traditional practices as a result of the type of education (including religious education) introduced by colonial administration, and still being pursued. Dr. Busia, in his book, *Purposeful Education for Africa*, observed:

I had not been home for four years and on that visit I became painfully aware of my isolation. I understood our community far less than the boys of my own age who had never been to school. I felt I did not belong to it as much as they did. It was a traumatic experience. My awareness of the problem of the relevance of education to society must have begun then. Over the years as I went through college and university, I felt increasingly that the education I had received taught me more and more about Europe and less about my own society. (Busia, 1968, p. 7)

It should be the concern of teachers and their organization to find ways and means of bridging the gap between the literate and non-literate Ghanaian so that the children we educate today will be able to improve upon the Ghanaian culture for the benefit of our future society. In the curriculum an attempt should be made to teach seriously the Ghanaian languages and cultural studies (including all art forms) -- religion, music (including drumming and dancing), drama, arts and crafts, and home science. It is not being advocated that all types of primitive culture should be observed. There is the need to discard, modify and transform questionable cultural practices, thus using education to improve the quality of life.
Training for Manpower Development

The colonial system of schooling was aimed at training recipients to read and write with the primary objective of producing clerks, administrators and catechists to help in administration, evangelism, as well as mercantile transactions.

The school is one of the western tools of change in Africa. It was principally introduced as a vestibule to the church, colonial government and commercial houses. (Asiedu Akrofi, 1978, p. 29)

The pattern of schooling has not changed very much since the attainment of independence. As we place emphasis for the children to be exposed to the forms of knowledge, the curriculum should make provision for training the children in practical vocational and technical skills as well as farming techniques, so that the school leavers will become not only educated but also be gainfully trained and employed in the industries and other sectors of the economy. Training means the acquisition of skills -- that is, successful training results in performance. Examples are making canoes for fishing, speaking a foreign language, typing, baking a cake, and handling laboratory apparatus (Stenhouse, 1978). In view of the practical oriented programs being advocated, it will be necessary for school programs to assist the children in the learning of trades, crafts, and acquisition of manual skills. Meaningful agricultural ventures including animal husbandry, crop production, and fish farming
should be embarked upon in the schools. If students are trained in these areas, Ghana would have the personnel to work on the farms instead of importing foodstuffs from overseas countries while it has a larger expanse of land lying fallow.

**Socialization Not Synonymous with Education**

It seems to me that politicians and top educational administrators wrongly regard the words "education" and "socialization" as synonymous. This needs clarification in discussing the topic "Schooling for What?" Socialization refers to diverse and complex processes by which young children adopt specific customs, beliefs, standards and values of society. These can be categorized into primary groups and secondary groups. Examples of primary groups include family and children's playgrounds whereas the secondary groups include large corporations and universities. The primary group is "the nursery of human nature" (Colley, 1956) which exposes the child to the human environment; (he/she is loved, pampered, talked to, and interacts with people) has greater moulding power on the young than the secondary groups because of "face to face interaction, sentiments of loyalty, emotional involvement and close co-operation among their members. The point worth noting is that it is not only in schools where skills, habits, beliefs, attitudes and values could be taught; children are taught in such socializing groups regardless of whether they are in educational institutions or not" (Kazepides, 1983).
Socialization could be received without necessarily going to school. (There could also be self-education, more especially in a worthwhile environment.) Not all socializing functions or activities are educationally significant or legitimate. As rightly stated by Kazepides, some of them can be a precondition of education (e.g., learning to speak and obey rules); some may be described to have educational value (e.g., learning to respect evidence and to construct valid arguments); others may be described as non-educational (e.g., being taught false doctrines, prejudices and the like). It is significantly clear, therefore, to see socialization not as an option available to some persons to the negligence of others, rather it is a necessary condition for growing up as a human being (Kazepides, 1982).

What educators should recognize is that socialization is an umbrella-like term which might encompass some aspects of worthwhile educational or non-educational activities. In school, therefore, students would be socialized out of which some of these socializing activities could be educational.

Socializing activities are justified on grounds of social utility; educational activities on the grounds of cultivation of individuals ... both are worthwhile. (Egan, 1984, p. 31)

It will therefore be the responsibility for educational planners and politicians to recognize these distinctions in making broad policies in education.
The Ghanaian society is changing very rapidly. It is therefore necessary for educational reforms that look ahead so that the products of its system can cope with the change. Our concerns in this regard should be to provide educational institutions whose products can adapt to change, solve problems and promote creativity and originality. The new educational system should try to provide an education that aims at a person's moral, intellectual and emotional development.

These concerns can neither be identified nor put into practice without the involvement of teachers and their organization. This central role to be played by teachers was the focus for discussion at a workshop on teachers organizations organized by All Africa Teachers' Organizations (AATO) in Ibadan Nigeria (1983). The topic emphasized the need for support and full participation of African teachers and their organization to be involved in educational and professional issues.

Teachers demand that they be involved in policy formulation, planning and execution of educational programmes to foster in depth knowledge, understanding and commitment. Governments cannot afford to keep the teachers at a distance from their base of educational considerations if they want to succeed because the teachers are final executors of educational programmes (AATO, 1982, pp. 5-6)

The literature clearly indicates that there is the need for consultation with teachers in all matters of curriculum and
educational reforms at all levels of the decision making which, in most cases has been in the hands of top educational administrators and handed to the classroom teachers, has often led to apathy on the part of the latter. In all matters, it is suggested that there should be a joint decision making and that this must involve all ranks of teachers. Of course there is the need to consult the general public, parents, and other interested agencies, but as a corollary to the suggestion of the policy of teacher involvement in the decision making process, is here a belief that the successful implementation of the new curricula is partly assumed since a teacher so involved in the curriculum development exercise is bound to be committed to it. Implementation without teacher commitment leads to failure.

The relevance of this literature review to the Ghanaian situation is that GNAT cannot be involved in educational issues unless it establishes a department to be involved in research and curriculum development so that the new division would develop a new system of communicative networks to close the communication and credibility gaps -- the division immediately addressing the issue of openness and responsiveness and implement on as soon as possible a basis a program of teacher research -- that teachers be funded, aided, and abetted to do their own research that serves the interests of their profession -- focussing on the very nature of teaching in the context of contemporary change, on advancing the judgment and credibility of the teaching professional (AATO, 1982; Flanders, 1980; Hopkins, 1982).
The literature stresses that the GNAT should co-operate with government and all other identifiable agencies in pursuit of educational programs. In this exercise teachers should have the opportunity to participate and examine alternative futures in co-operation with larger community -- that the strategy be legitimization of the profession by seizing leadership in the development of education. "The objective is to generate communal commitment to a profession openly dedicated to the betterment of society and the concern for children." (Flanders, 1980, p. 8).

**Tanzanian Educational System**

In attempting to restructure the educational system the literature makes reference to the Tanzanian educational system: "Education for Self Reliance" -- the Ujaama (Village) type (Nyerere, 1968; Zanoli, 1971). President Nyerere's pronouncement of education for self reliance in 1967 began to change the pattern that was inherited from the British colonial rule. The purpose of the Ujaama project was to encourage growth of self reliant committees who can determine their future. The school became close to the people. In every village there is a committee for education that sees to the integration of the cultural and social life of the community into the school. The school children are thus involved in the village life. They take part in the committees, constructional activities, special projects and farm projects. The school and its site is planned with
the consent of the villagers. Education for development would be the Ujaama type which will make the local people control their school; this is what the decentralization of decision making will attempt to discuss in this essay (Robinson, 1980); the educational system would inculcate a sense of commitment to the total community that would stress basic curriculum for all school going children but there must be ample room for local variation when the local people will be engaged in educational decision making; they might encourage programs that emphasize their culture. Cultural diversity in every country is good for the renewal as well as for the revitalization of the country (Zanoli, 1971).

**Definition of Terms**

Another term that needs to be clarified is the use of the word "curriculum". It will be used as a total educational program as it is anticipated through planning and experienced and interpreted in daily classroom transaction and learned by students either formally or informally that will have educational benefits for them (Egan, 1978; Eisner, 1979; Stenhouse, 1978). The appraisal of student learning and evaluation of instruction are inextricably woven into the curriculum. The key elements of a curriculum (intents, materials, teaching strategies and evaluation) are in constant and dynamic interaction. Each receives emphasis or de-emphasis based on the situation, the problem, the task or the issue of immediate concern (Flodin, 1982).
Inservice education would be defined as any activity that contributes to sharing of ideas among teachers, an improvement in the professional or personal knowledge and skills of a teacher or the installation of an innovation and skills and ideas needed for the improvement of instructional services for overall curriculum improvement (Rubin, 1978; Wideen et al., 1979; Young, 1979). It will also be established that both the Ghana Education Service and GNAT district offices should establish committees and bodies responsible for professional development activities—subject associations, professional development associates, curriculum development organizers to provide consultancy services and to assist teachers to develop suitable programs in their schools (BCTF, 1982). "The administration doesn't build a program; it provides for it. The educational leaders must start with teachers in the program and where these teachers are in relation to their experienced professional and personal maturity and their capacity to grow." (Howey et al., 1981). Joyce et al. (1980) have provided a training model "Design, Demonstrate, Practice and Feedback". The training model which has five phases: clarifying objectives, explaining theory, demonstrate correct performance, simulated practice with feedback and transfer training will be used in inservice programs.

When the term "change" is used it will refer to any alteration that occurs in a group or committee operating in the educational system. The change agents are people with the role of stimulating and
co-ordinating changes at various levels to be identified. The change agent could be a consultant from outside; the group or an employee of the Ghana Education Service, or GNAT. The three types of leadership styles: charismatic, climatic and contrived (Rubin, 1978) as well as types of leaders: autocratic, democratic, laissez faire and situational (Bolam, 1982; Fisher, 1978) approaches have been discussed. It has been argued in the project that the district administrator, curriculum consultants, resource persons, teachers, internal and external change agents would not only be conversant in the subject matter and knowledge of effecting changes, but that they should acquire interpersonal skills in working with individuals and groups or committees (Cathcart, 1970; Fullan, 1982). Furthermore some concise examples of decision making approaches (consensus, problem solving, brain storming, delphi decision, nominal groups and parliamentary procedures have been analyzed (Cathcart, 1970; Delberg, et al., 1975; Oxborn, 1953).

When analyzing the literature and research, emphasis has been placed in the question of citizen participation in decision making in education at various levels in Ghana. Schools in Ghana as a result of centralization have not been noted for their extensive programs of public involvement in the educational decision making process ... most schools have tended to treat citizens simply as listeners and reactors (Robinson, 1983).
In the literature, the definitions of the term evaluation have been numerous and diverse (e.g. Alkin, 1972; Cronbach, 1963; Guba, 1966; Provus, 1971; Stake, 1967; Stufflebeam, 1971; Wideen, 1972). A critical survey of these definitions reveals that there is a single common thread running through all of them: "evaluation is the process or providing information for decision making" (Berk, 1972). Evaluation would thus become a process of conceiving, obtaining and communicating information for the guidance of educational decision-making with regard to special program (Stenhouse, 1975).

Finally, when considering the literature, it will be necessary to make reference to three words which have been used in the essay to describe teachers; they are professionalization, professionalism and professionality.

When one considers the ideological use to which the term is put, which often gives greater emphasis to rights rather than responsibilities, there is the temptation to treat the term as little more than part of the rhetoric of an occupation which is seeking to improve its status, salary and conditions -- this is usually referred to as the process of professionalization; professionalism refers to those strategies and rhetorics employed by members of an occupation in seeking to improve status, salary and conditions; and the term professionality refers to the knowledge, skills and procedures employed by teachers in the process of teaching. One can, however, refer to "sheer professionalism" of a teacher when one is referring to
that teacher's professionalism as defined above (Hoyle, 1975).

**Summary and Implications**

The chapter has provided viewpoints on schooling based on the behaviorist, humanist and reconstructionist models of teaching. The behaviorist model emphasizes on changing the visible behavior of the learner rather than the underlying psychological structure and unobservable behavior based on principles of stimulus, control and reinforcement. The humanist model focusses on personal relationships and see growth resulting from each person taking responsibility for his or her own development to achieve a sense of self-worth and personal harmony. The reconstructionist model draws on the energy of the group and capitalize on common cause and the potential that comes from differing points of views and orientations; the core objective is to help students learn to work together for their social benefit.

It should be the concern of teachers and educational planners to regard these three models of teaching as ways of accomplishing a wide variety of purposes. Since no teaching strategy can accomplish every purpose teachers and professional educators should try to master these strategies to deal with specific kinds of learning problems they might face when interacting with their students.

Some philosophical ideas of Hirst and others have been used to clarify some of the points raised in order to provide a framework of a new schooling system to cater for education for worthwhile knowledge
and understanding, schooling for improvement of culture and training for the acquisition of practical-vocational skills to make school leavers useful productive citizens.
CHAPTER IV
THE NEW EDUCATIONAL STRUCTURE

Education for Development

After twenty five years of independence Ghana has not been able to attain a universal education for school aged children. The acid test of universal primary education is to ensure universal attendance in which 95% of children, at least, are given the chance to receive basic education. It has been stated in Chapter I that instead of the schooling system catering to equal access of education to every Ghanaian child, it has tended to be a sorting out institution: "education for the fortunate few". That is, a student's progress is completely dependent on his ability to pass a series of standardized examinations at the end of each stage of his education. To gain entrance to secondary school, he must obtain a high score on an examination conducted by an examination syndicate at the end of the primary or middle level of education. Those who are said to "have passed" are given admission to the next phase of the schooling system. When others are not selected, they are branded as failures; they constitute about 80 per cent of the school population in Ghana; they do not enter secondary schools. To pursue secondary education at an advanced level, the students must do well in another examination. And to enter the university, the students must obtain a higher school or advanced level certificate. The school system is
examination-university oriented and the future of students and their livelihood are inextricably linked to their performance on a series of examinations. About 85 per cent of the fortunate few also become failures because they fail the sixth form examinations to enter the university. The public interest in the selection procedure is to the extent that a school is branded as "below standard" or "bad school" because most of the students have not been able to pass the selection examination. The result is that many private schools have emerged -- charging exorbitant school fees, with the aim of preparing their students to pass the selection examinations.

There was a great outcry in Ghana recently when 17 per cent of those who took the selection examination were successful. The point worth noting is that 80 per cent of the school population cannot continue, after basic education, to enter the second cycle education because the facilities are not there (GES, 1979). Are we satisfied as educators, curriculum developers, teachers, parents, and educational administrators that the children who do not gain admission to further their education are labelled as failures or dropouts? We are building a new class structure through the development of parallel school systems -- one for the rich and favored, and another for everyone else (Kirkland, 1982). There is, therefore, the need to restructure the educational system to shift the focus away from the examination-university oriented level of higher education to practical/technical/vocational oriented system of education in order
to provide the majority of students with the necessary basic skills so that the vast majority of Ghanaians can leave school and become effective, productive citizens. The type of education being sought is the one which provides:

a primary stage in which literacy and numeracy are learned and practiced; a second stage in which these accomplishments are extended and some general knowledge ... is acquired; and a third stage in which some specialized skill or technique is learned.... And it has now come to embrace nearly all the skills, techniques, crafts, trades, and occupations in which 'the needs of the nation' are satisfied. (Oekeshott, 1971, p. 63)

The basics in education should be seen as learning experiences that develop and modify skills, knowledge and attitudes to provide for continued learning, societal awareness, adaptability to changing society, productive employment and personal well-being. The primary goal of education is to offer educational opportunities which can provide foundation skills and knowledge for the student and which contribute to his development from childhood to a responsible and self-reliant adult. When a child completes the basic education, he should possess the background knowledge and motivation for a lifelong experience in learning and the necessary communication skills which will enable him to express himself and understand others. The child should be aware of and take pride in his cultural heritage and have a positive self concept (Alberta Teachers' Association, 1971, p. 1).

The broad aims of education being set out should be made flexible
so that the regions and districts can translate them into specific objectives in a common education for all and ensure their incorporation into locally designed programs making practical agriculture, technical, and vocational/technical training as the major component parts of the curriculum. Parents and the community must co-operate and accept the responsibility for the setting and the teaching of high standards of morality and social behavior from childhood to adulthood. Society must ensure that opportunities in basic education can provide for the needs of students. What this educational system is trying to perpetuate is a:

Philosophy of education that has a total view of the citizens and their society; one that is rooted in the past, but is also attuned to the revolution of modern times taking into account the transformations now in process and the new perspectives stretching before us. Education must pass on the heritage of the past, cope with the present and prepare for the future. (Busia, 1968, p. 96)

The new educational system to be designated "Education for Development" will prepare individuals to be useful productive citizens and also foster the social goals of Ghanaians living together for their common good. Thus, it will prepare the young to be able to think for themselves and make judgments on all issues affecting them and their society. The educational system must inculcate a sense of commitment to the total community and help school leavers to acquire values appropriate to the Ghanaian culture.
In perpetuating the concept of education for development, it will be expected that all Ghanaian children, irrespective of their ethnic background, sex or religion, should have equal access and opportunities to formal education. The UNESCO's proposal of universal public education has been adopted by a NEA-CTF-WCOTP Conference of teachers; this statement should be seriously considered by GNAT and other interested bodies when they are discussing educational reforms in Ghana:

We believe that it is through universal public education that the way must be found to liberate people from the burdens of disadvantage, handicap, ignorance, prejudice and misunderstanding; and to liberate the potential that is in every human being to contribute to the building of a just and prosperous community. We declare that the right of free and equal access to an appropriate and effective program of education in conditions which maximize the possibility of successful preparation for life and work is fundamental in a free society. (NEA-CTF-WCOTP, 1981, p. 1)

What education for development is expected to do as the people of Ghana strive for social and economic development and for entry into the technological age of the next century, is to provide free basic compulsory education for all children; access to secondary-technical schools, technical institutes, colleges and universities and non-formal educational programs for both children and adults. Provision should be made to teach both children and adults various trades and occupational skills to enable the students leaving schools to earn a living to make the running of a modern society beneficial to
all citizens of Ghana. People should be taught to use their hands and brains to help increase national productivity in order that the majority of school leavers would be either fully employed to enjoy a good standard of living or be given opportunities to continue their education if they so wish.

Four-tier Educational Structure

The proposed educational system should be modelled in a four-tier educational structure comprising free basic compulsory education, second cycle secondary-technical education, tertiary college-university education and non-formal continuing education as in Figure 3.

Before beginning basic education, children should be given pre-school-kindergarten education, which might be one to two year preparation to provide opportunities for over all personal development of the child through individual play and group activities. It should prepare and pre-dispose the child to conditions of formal education in order to accelerate learning process during formal education (Ghana Ministry of Education, 1974). After kindergarten education, the primary education begins, that is, every child should be given the opportunity to begin formal education at the age of six. Basic education should be six years of primary education plus three years lower secondary (middle school or junior secondary) education. This basic education should be free and compulsory for all Ghanaian
### Figure 3. 4 Tier Educational Structure

<table>
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<tr>
<th>Years Old</th>
<th>Tertiary Education - University and Diploma awarding institutions - those who terminate at diploma level could have transfer credits to the university</th>
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<tbody>
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<tr>
<td>tert. level</td>
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<td>1st cycle</td>
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children. The aims and objectives should help in the acquisition of knowledge in:

(a) numeracy -- to help the child to count and use numbers
(b) literacy -- to help the child to read, write, comprehend, and communicate
(c) socialization -- to help in the development of such skills and attitudes that will help the individual to be an affective self-reliant citizen.

The entire school program should stress the development of practical activities and acquisition of manual skills, the development of the qualities of leadership, self-reliance and creativity through the promotion of physical education, music, the teaching of science, mathematics, environmental studies, religious education, and the study of languages. Though foreign languages like English and French have scientific technical and literary works, and more convenient media of communication, there is the proven fact that a child learns quickest through the mother tongue which is also the best and closest link between the school and home. The learning of Ghanaian languages should be stressed throughout the school system.

African cultures are rooted in African vernaculars. The oral traditions, the history of the drum, the rich imagery, the meaningful prayer, the love of the priest, the soul stirring dirge or song, are all given their
fullest and inimitable expression in the vernaculars. The awareness that a people's culture cannot be fully expressed in any language except its own has aroused a new interest in African languages. (Busia, 1968, p. 33)

In order to lay emphasis in the teaching of Ghanaian languages, the medium of instruction for the first three years of the primary course will be the main local language spoken in the area. The courses should be structured to reflect the basic principles and objectives underlying the proposed reforms; the students should be encouraged to participate fully in cultural activities, youth programs and in sports and games.

The second cycle of education, which should be a four year comprehensive community education, should follow basic education. This will comprise secondary, technical, vocational and agricultural courses. That is, those who wish to continue formal education can proceed to any of the second cycle institutions for further training. The selection may be based on systematic counselling procedures, taking into consideration the ability and special interests of the students.

The purpose of the second cycle education should provide opportunities for developing in the students the qualities of leadership which will enable them to accept positions of responsibility in all sectors of the society. They should be equipped with the necessary occupational skills which will enable them to enter gainful employment and develop in them the longing for further
improvement and continuing education.

In view of the practical oriented programs to be stressed in the second cycle curricula, it will be necessary for school programs to assist the students in the learning of trades, crafts and acquisition of manual skills. In order to achieve such an objective, a systematic workshop building for trades like blacksmithing, welding, pottery, dressmaking, cloth designing as well as home economics and catering should be seriously undertaken by local and district councils.

Non-formal Education

In 1970-71 it was estimated that 80 per cent of six year olds were in primary one. But in 1979-80, the percentage had been decreased by 18 per cent. It was also realized that 50 per cent of the population in Ghana had not had primary education, while 30 per cent of the school-going aged children had not had access to schooling (Bediako, 1981). In the light of this problem, practical steps should be taken to eradicate illiteracy in the country by incorporating non-formal education into the educational system to supplement formal education for both children and adults who did not have the chance to be schooled. There will be the need to introduce adult educational programs in the tertiary institutions and evening classes in the second cycle or first cycle institutions for semi-educated and illiterate Ghanaians. It will also be necessary to encourage workers to attend evening and vocational courses at the technical institutions.
while they work — thus, combining work with education and training where possible. The Ghana Education Service should collaborate with agencies and institutions such as the Department of Social Welfare, the Institute of Adult Education at the University of Ghana, Ghana National Association of Teachers, and interested bodies in organizing such programs through the mobilization of students, teachers, national servicemen and volunteers for a national literacy program. Education for development should attempt to make every Ghanaian literate in either English or a Ghanaian language to keep him informed on current political affairs of the country and help him read and write his own name, at least.

Tertiary Institutions

At present, there are three universities in Ghana, located in the south; unfortunately, there is none in the north of Ghana. The three existing universities should be maintained and opportunities given to them to expand — with provision for adequate financial support for research and the efficient running of the faculties making adult educational programs — as part of university services to national development. There might be the need to build a fourth university in the North. But due to financial constraints, one of the second cycle institutions could be converted into a university college to take care of environmental and local needs with emphasis on agricultural research. It is also proposed that each of the universities should
provide extensive services in selected institutions or establish educational centres to bring university facilities to the people. In an attempt to introduce such changes, it is necessary to introduce credit systems in certain disciplines to enable workers to accumulate credits and grades in part-time studies. It will also be necessary to introduce correspondence courses to students who are stationed in remote or other areas of the country. (When such opportunities are given to prospective students, they will be encouraged to work at any station in the country, especially rural areas.)

There is the need to establish a good secretariat for the Ministry of Education headed by a secretary or minister of education. The argument in favor of one against two is that educational issues should be regarded as a package. Such a scenario will eliminate the power struggle if there were to be two ministers, one for pre-university education and the other for tertiary education. What is being proposed is one efficient minister to be assisted by two deputies to be involved in co-ordination and supervision of educational matters. It is envisaged that there should be a National Education Commission to comprise all interested groups to advise the government on educational matters. In addition, there should be governing councils at each division of the ministry to manage them. These should be assisted by regional and district committees, as well as a board of governors in the educational institutions, as well as the formation of citizens advisory committees, parent/teacher
associations, and student representative councils at various levels (as in Figure 4).

Abolition of Dichotomy Between Work and Education

The new educational system should ensure that formal education addresses itself to the abolition of dichotomy between work and education. In the traditional system of education, everybody works with their hands. These people who work with "their hands" do not receive formal education. Those who receive formal education do not work with their hands, they look down on manual labor.

Manual labor is regarded as backward and degrading, an activity which must be avoided at all costs. Attainment of one's degree thus means more than merely obtaining the passport to a standard of living which is higher in material terms. Above all it is the key to a style of life that is totally different from that practiced by the overwhelming majority of the people in the country. (Barkham, 1975)

The assumption is that intellectual or academic work is considered to be more superior than manual work. Consequently society tends to provide more incentives to clerical "white collar" jobs, rather than those who do manual work. In some educational institutions, for example, students are asked to work in the school farm or garden, as a form of punishment for an offence they have committed. The effect is that working in the farm is associated with distaste and regarded as a disgraceful undertaking; students are therefore brought up to hate
Figure 4. The New Educational Set-up

MINISTRY of EDUCATION

Deputy Min. of Education
Tertiary Education

Deputy Min. of Education
Basic and Secondary Ed.

Ghana Education Service Commission

Ghana Bureau of Inst. of Educ.
Book Dev. Council

Ghana Library Board and Management Councils

Regional Education Committees

District Education Boards and Committees

Educational Institutions

Students/Staff Committees

Citizens & Parents Committees

Management Council

U. of U. of U. of U. of U. of U. of U. of
Cape Ghana S & T North Academy of
Ks. C. Science

District Education Boards and Committees

Educational Institutions

Students/Staff Committees

Citizens & Parents Committees
farming and manual work while attending schools. Ghanaian society tends to divide the life of children into two options; one option is full-time formal education without practical and manual work. The other option is for children who do not go to school and who become involved in full time practical and manual work.

The point which should be stressed in the new educational system is that manual work and formal education are not opposing forces -- they are intertwined and to be regarded as such. Children should be trained to regard the two as complementary process just as work and education are complementary; the two should run concurrently throughout the life of a student; each should be supportive of the other. Formal education should help children and adolescents to be self-reliant, responsible, productive individuals in the changing Ghanaian society. The education they receive should not attempt to alienate them from their environment. And, both the product of the schooling system and the citizens should each be proud to hold "the cutlass and the hoe", irrespective of the type of education one receives. Education from the earliest school years should be directed to the all-round development of the human personality and to the spiritual, moral and social, cultural and economic progress of the Ghanaian community, as well as to the inculcation of deep respect for human rights and fundamental freedoms within the framework of such values.

Education should be seen as an inalienable right of all citizens
of every nation. Ghana should not be an exception and therefore every Ghanaian child should be given equal access to education. Schools must be built to meet the accelerated growth in the population of children of school-going age. The satisfactory education of all children demands the provision of different schools that will cater to children of differing abilities, aptitudes and levels of intelligence. Thus, there must be schools for the blind, dumb, crippled, mentally retarded, exceptional, as well as normal or slow learners. Adequate facilities depend upon money (Asiedu Akrofi, 1978). The government should take full responsibility to finance educational programs which should be regarded as an investment in human resources to achieve individual, social, and economic objectives of the nation. The new educational system being proposed "Education for Development" should be accessible to all students, regardless of sex, race, religion, age. It presumes a common shared perception of the society and of the individual within a number of alternative programs (Church, 1982). In planning it should be remembered that,

The future does not just happen to us; we ourselves create it by what we do, and what we fail to do. It is we who are making tomorrow what tomorrow will be. (Cornish, 1980, p. 427)
Summary

The proposed educational structure should consist of basic education (first cycle education) which should be free and compulsory for all Ghanaian children up to the age of 15. It should be followed by comprehensive community secondary-technical education (2nd cycle education) which should be essentially day, tertiary education (3rd cycle education) (college university education) and non-formal education as part of the formal educational system. The entire school program should stress the development of practical activities and acquisition of manual skills; that is the schooling system should address itself to the abolition of dichotomy between work and education. The learning of Ghanaian languages and culture should be stressed throughout the schooling system. In an attempt to introduce any changes, it is necessary to introduce credit system and correspondence courses in certain disciplines to enable workers to accumulate credits and grades on part-time studies. The secretariat of the Ministry of Education should have one Minister or Secretary of Education to be advised by a National Education Commission and citizen advisory committees.
CHAPTER V

THE CONTENT OF THE CURRICULUM

Theory and Definition

Curriculum would be seen as an organized statement of goals and intended learning outcomes that serves as a framework for decisions about teaching and learning. In the new educational reforms being introduced in Ghana, the school curricula should attempt to develop the following:

(i) skills of reading, writing, listening and speaking;
(ii) knowledge of the principles and skills of measurement and of relationship involving space and shape;
(iii) knowledge and understanding of the cultural and physical heritage of the people and of the world;
(iv) research and study skills as well as skills of inquiry analysis and knowledge for healthful living.

(British Columbia Ministry of Education, 1982)

What needs to be stressed in planning the new curricula is to determine the basic minimum for all children in educational institutions (White, 1973). That is there should be a compulsory curriculum for all before shifting to elective curriculum to provide children with necessary skills for their future life.

One cannot give an account of where the curriculum field has been without mentioning Ralph Tyler's *Basic Principles of Curriculum and Instruction* (Tyler, 1949) which is still relevant. This is made up of four questions:
1. What educational purposes should the school seek to obtain?

2. What educational experiences can be provided that are likely to obtain these purposes?

3. How can these educational experiences be effectively organised?

4. How can we determine whether these purposes are being attained?

Eisner (1979) describes this monograph as rational systematic approach to curriculum planning. Although it embraces no particular view of education; the technical procedures it prescribes are bound to have consequences for what individuals trained to use the rationale consider professionally adequate decision making in curriculum. The model gives no guidance about choice of objectives, content or methods of teaching. It does suggest facets of the curriculum which might be appropriate sources for the formation of a theory of curriculum.

The word "curriculum", which derives it origin from the Latin word "curere" meaning "the course to be run", is defined by the Shorter Oxford Dictionary as a "course", especially a regular course of study as at a school, college, or university. Using these definitions as the basis, it will be necessary to look at some few definitions:
1. "Curriculum is all the planned experiences provided by the school to assist the pupils in attaining the designated learning outcomes to the best of their abilities" (Meagley & Evans, 1967).

2. "Curriculum is the planning composite effort of any school to guide pupils' learning toward pre-determined outcomes" (Inlow, 1966)

These definitions start from the definition of performance or attainment which students should reach at the end of the course and proceeds to attempt to design a course which will define that performance. Education is regarded "as a means to end" which is expressed in terms of student attainment using the terms "intended learning outcome" or behavior objective. Beauchamp (1961) looking at these definitions contends that their meanings are centered in two basic ideas; he looks at it as a system and a course of study. The key phrase in almost all definitions of curriculum is "experiences or learning experiences". The use of the term originated from the philosophic notion of experience expressed by Dewey. For Dewey, for an individual to have an experience it would be necessary for the learner to engage himself/herself in activities from which he/she can learn something that has not been learnt before.

Lawton (1973) has tried to provide an elaborate conception to curriculum in a more detailed context. He argues that considerations
of curriculum must bear in mind the whole teaching context.

1. The teacher and how his/her role is defined
   a) by society
   b) by his/her particular school
   c) by his/her own self image.

2. What should be taught—content and how this is influenced by:
   a) philosophical ideas of the structure and organization of knowledge
   b) the sociology of knowledge (especially the social distribution of knowledge)
   c) psychological factors such as child development (especially the work of Piaget) and the theories of instruction.

3. The Pupil
   a) his/her social background
   b) his/her ability.

Lawton's model has been developed into seven boxes (Figure 5). In box 1, he argues that all teachers have certain quasi-philosophical views on the aims of education, the structure of knowledge, and what is
Figure 5. Lawton's Curriculum Model

Philosophical: 1
Aims, worthwhileness
the structure of
knowledge

Sociological: 2
Social change
technological change
ideological change

A selection
from the
culture 3

Physiological 4
development
learning
instruction
innovation, etc.

Curriculum 5
organized for
teaching
strategies, sequences, etc.

Practical issues 6
issues
staff equipment
available, etc.

School time table 7

Adapted from Lawton's (1973) Curriculum Model
worthwhile educationally. Similarly, teachers have certain quasi-sociological notions about society, social change, the needs of the individual in society (Box 2). From the interaction of these two sets of ideas teachers would be expected to make some kind of ideal selection from the culture (Box 3). Teachers also have psychological theories, even if these are out of date or incomplete, which they might bring to bear at this stage (Box 4) and produce a curriculum organization in terms of stages, sequence, and so on (Box 5). The ideal might have to be modified still further by the practical realities of limited staff equipment (Box 7) before reaching the timetable stage (Box 7).

Hirst (1974) makes reference to curriculum planning and holds the view that clear and logically accurate statements of objectives are necessary in curriculum planning. Further, the fundamental objectives of education are cognitive in character. What is needed for effective curriculum planning is an understanding of what is involved in the acquisition of knowledge. In the construction of any part of curriculum planning, cognizance should be taken based on the extent to which the stated objectives, if they have been made explicit, could be achieved. The objectives may be derived from the main sources of data, that is information about the level of development of pupils, their ideas, interests and growth must be taken into account.

If curriculum planning is to be understood as a means ends matter, it must be interpreted to govern both
What Hirst is postulating is that in effective curriculum planning, it is necessary to formulate the objectives clearly in realistic terms and then in the light of these move on to the questions of content and method. It is worth noting that precise behavior objectives can markedly help instructors to enhance the quality of teaching because they provide the goals toward which the curriculum is aimed; second because once clearly stated they facilitate the selection and organization of content; third, because when specified in both behavioral and content terms, they make it possible to evaluate the outcomes of the curriculum (Eisner, 1967).

The work of Bloom (1969) and his co-workers on educational objectives is highly significant for curriculum study. They have provided a taxonomy of objectives in terms of students' behavior which is divided into three main domains: the cognitive, the affective and the psychomotor. The cognitive domain provides ways of remembering, reasoning, and forming concepts to construct a detailed taxonomy based on levels of understanding. The classification ranges from the simplest knowledge of specific facts to the understanding and judgment of abstract theories and evidence. These are distinctions teachers claim to make when they teach. There are also the goals which may be tested. The affective domain is concerned with objectives related to interests, attitudes, values, appreciations and emotional sets. They
range from simple attention to selected phenomena to complex relationships. The psychomotor domain covers the manipulative or motor skill area; behaviors are arranged from the simplest to the most complex, primarily from the curriculum viewpoint.

Stenhouse (1978) holds the view that the objective model appears to be more suitable in curriculum which emphasize information and skill areas. But he submits that within knowledge and art areas where it will not be possible to identify students' observable behavior it will be appropriate to use the "process model or principles of procedures" because the form of knowledge has structure and it involves procedures and criteria. Believing that education involves taking part in worthwhile activities it is argued that such activities should have their own built in standards, excellence and thus can be appraised because of the standards immanent in them rather than what they lead on to. Peters meanwhile claims that these areas of knowledge are essential parts of the curriculum and can be justified intrinsically other than the means ends model (Peters, 1966).

Jerome Bruner's view is that the most important and most uniquely personal knowledge is that which the learner himself discovers. He therefore maintains that classroom activities should be planned and organized in such a way that, as far as possible, the student is not only permitted, but challenged and encouraged to make his own discoveries under the guidance of the teacher, either by working independently or with others in small groups. According to Bruner
classroom learning through discovery has several advantages over traditional teacher centered classroom lecture method in which the students main occupation seems to be to sit, listen, receive, accept, assimilate and remember. Bruner claims, for example, that discovery methods will help students learn how to learn or how to acquire information that might be needed in a particular situation in later life. He believes that the discovery methods helps the student's curiosity, sharpen his reasoning, abilities and powers of observation and makes the learner more self reliant and less dependent upon his/her teacher or textbook (Bruner, 1973).

Many writers have attempted to define curriculum for the consideration of teachers when curriculum development and implementation is being discussed. One definition needs to be mentioned:

A curriculum is an attempt to communicate the essential principles and features of an educational proposal in such a form that it is open to critical scrutiny and capable of effective translation into practice. (Stenhouse, 1978, p. 4)

In considering this definition, it could be seen clearly that in curriculum decision making, something concrete is being put into practice -- a proposal -- that has an educational value. Secondly, there is pedagogy -- teaching strategies and techniques -- to be used to communicate worthwhile knowledge. Thirdly it allows open examination in order to make amendments and modifications -- open
scrutiny. Fourthly, it is easy to work with -- to put into practice. It provides both the content and organization with evaluation woven into the process. Curriculum therefore is the study of any all educational phenomena. It may draw on any external discipline for methodological help but does not allow methodology to determine enquiry. Of necessity, it will be methodologically looser and less secure than disciplines with developed "paradigms" but this is a condition of studying education at this stage and producing knowledge that may have educational value (Egan, 1978, p. 71).

**The Five Conflicting Conceptions**

In considering curriculum concepts, it will be necessary to have a look at five conflicting conceptions developed by Eisner and Vallance (1974). In each of these conceptions the personal philosophy of the teacher is critical; he becomes the central figure to select which of the orientations should be used. In the first orientation curriculum should foster the development of students' cognitive processes; the second one should promote his/her intellectual growth while the third conception should emphasize the primacy of the personal meaning of the child; it is the responsibility of the teacher and schools in developing programs that make such meaning possible. The fourth orientation argues that schools are essentially designed to serve the interests and purposes of the society; the fifth one provides the child with a personally enriching experience.
Cognitive Process

In the development of the cognitive process the approach to curriculum is concerned with the assumption that there are general intellectual skills that can be applied to any subject matter. This approach is process oriented; that is the cognitive inquiry skills are the same whether the subject of research is "The Yaa Assantewaa War of 1900" or "The Battle of Nsamankaw 1824". The important thing required is the research skill to be learned. The teacher assesses whether the students can perform certain intellectual operations: can they, for example, classify, hypothesize, analyze, and organize? Indeed, testing to establish whether a student can perform these and other cognitive skills and, perhaps, should be done with unfamiliar materials and problems. Cognitive skills are seen as transferable to any number of new sets of circumstances (Connelly et al., 1980).

Curriculum as Technology

On the development of curriculum as technology, curriculum is to find efficient means to a set of ends; a technology of curriculum development and instruction emphasizes the efficient packaging and presentation of material to the learner. It is seen as "input" of supply and demand systems. The vocabulary of curriculum as technology includes such terms as input, output, entry behavior, cybernetic models, biofeedback and systems to produce learning (Connelly et al.,
Curriculum is therefore viewed as a means of producing whatever ends an industrial model might generate.

The problems associated with teaching are interwoven with questions about the retention and transfer of learning. Any model which purports to deal with learning must, if it is to prove useful, deal also with the conditions that affect retention and transfer. In terms of S. R. reinforcements model, questions about retention become questions about conditions that control and maintain responses. (Silverman, 1968, p. 10)

One weakness in the technologist's model of curriculum development is that it does not give sufficient attention to implementation of the products and the dynamics of minor action. Just developing a more effective product is not enough. Unless attention be given to changing the wider environment (school organization, teachers' attitudes, community views), the good product may not be used or at least not in a way that will fulfill its purpose. It is a closed system. The teacher's role is narrowly defined and closely supervised. The technological conception transforms the teacher into a technocrat and suggests that curriculum is non-political.

**Self Actualization**

When curriculum is viewed as self actualization of the learner, it is meant that he should be able to perform at a maximum level. This means that the school must provide a personally enriching experience for the child (Maslow, 1954). Maslow considers self
actualization to be the highest need and highest fulfillment of a person. It comes about only from one's motivation and willingness to work to improve oneself. The curriculum should therefore help each student through natural experiences, discovering oneself and "unfolding as he/she should" or the way to personal autonomy -- children pursuing self actualization will discover and learn the things necessary to their long term escape from their disciplined thought (Conelly et al., 1980).

Social Reconstruction

The purpose of the Social Reconstruction or Social Adaptation orientation is to orient children to the social issues of the day -- for example, multiculturalism, unemployment, pollution, and coping with change. Social reconstructionists typically stress societal needs over industrial needs; the overall goals of education are dealt with in terms of total experience, rather than using the immediate process which they imply. This in effect means the curriculum emphasises the learner -- by giving prime importance to the needs of the society. The social reconstructionist view has two versions -- adaptive and change. The adaptive view holds that society is inevitably changing and that schools should therefore help children adapt to meet the changing conditions. The change version holds that social changes are needed, and that schools should provide leadership both by exemplifying the desired social ends and by educating children
to become critically aware of citizens with social change (Connelly et al., 1980).

Academic Rationalism

Academic Rationalism in curriculum is meant that schools exist to pass on what is most worthwhile from the great thinkers of the past to the learner. "The nucleus of knowledge and the chief content or subject matter of instruction are found in academic subjects that are primarily intellectual, such as language, literature, mathematics, the natural sciences, and the fine arts." (McNeil, 1977). According to this view, since there is no sufficient time to teach everything, the school should focus on the great products of the human mind as presented in the traditional subjects. Academic rationalism thus focuses on select knowledge and how knowledge is acquired through inquiry. Some aspects of academic rationalism appear to stress learning of facts of achievements by numerical means (Tyler, 1949).

These five conceptions, though different in their use in terms of curriculum development, one cannot say of them that one of the five is better than the others. As rightly stated by Eisner:

Education decisions always must be made with an eye to the context in which the decisions are to operate. Different contexts may justify emphasis on different orientations. Furthermore it is unlikely that any school will have only one orientation; one may dominate, but is far more likely that schools will be somewhat eclectic in what they do. (Eisner, 1971, p. 72)
In looking at the field of curriculum development, the educational decision makers and teachers should realize that the five orientations are intended to function as tools for the analysis of existing school programs and as foundations for sharpening of discourse about planning of new programs.

**The Academic and Elective Curricula**

In the primary schools, students should be exposed to a broad based curricula without the option for electives; the fields of study might include: mathematics, elementary science, social studies (or history, geography civics), Ghanaian language(s), English, Environmental education, Family life education, Health and Hygiene or health education, Arts and Crafts, Physical Education, Music, Agriculture, Sports and Games.

In the secondary-technical schools students should be exposed to academic and non-academic curricula. They should have the option for choice of electives. The fields of study will consist of the following:

a) **Language**: English, French, Ghanaian Languages.

b) **Mathematics**: Traditional or modern mathematics.

   Arithmetic, Algebra, Geometry, Computer, probability and statistics, Trignometry.

c) **Science**: General Science, Biology, Chemistry, Physics,
Geology.


f) Industrial Education: Construction, Drafting, Electronics, Mechanics, Metal, Technology.

g) Home Economics: Cafeteria, Clothing and Textiles, Foods and Nutrition, Family Studies, Textiles Arts and Crafts, Housing and Interior Design.

h) Arts and Crafts: Local Crafts, Commercial Design, Drawing and Painting, Leather Work, Woodwork.

i) Agriculture: Crop Production, Animal Husbandry, Veterinary, Fishing, Export Economy.

j) Music: Choral Music, Use of Instruments (local and foreign), Organ and Piano.

k) Physical Education: Exercises, Gymnastics, Sports and Games.

In the implementation of the curriculum, it would be appropriate
to invite local peasants or craftsmen, mechanics, farmers, etc. to the schools to train children on topics of African pharmacopeia, traditions and customs, music, and dancing while the academic fields of study like mathematics, history, geography, science, etc. are taught by professional qualified teachers. In geography for example, stress will be placed on the knowledge of the country's resources; history will be that of Africa seen with the eye of Africans. In natural sciences, the main concern will be to know the environment and the possibilities of exploitation it offers. Economic activities like making school farms, school gardens, small scale livestock breeding and other craftsmanship should be part of the curricula (UNESCO, 1978). The entire school program should stress the development of worthwhile knowledge and understanding and also the acquisition of manual skills, the development of the qualifies of leadership, self reliance and creativity through the promotion of physical education, music, the teaching of languages and other forms of knowledge. Students should be encouraged to participate fully in cultural activities, youth programs, and in sports and games (Ministry of Education, 1974).

In the three universities, the curriculum should be run on a faculty basis with the proviso that at the initial stages of undergraduate programs, students would do broad based general courses before shifting to their various fields of specialization.

The various educational institutions would be charged with the
responsibilities for classroom implementation of all the policies and programs. The Ministry of Education, the Ghana Education Service and the proposed District Education Authorities (School Boards) and the Universities should prepare curriculum guides and syllabuses and textbooks for educational institutions. Educational institutions should be familiar with the content and the use of all syllabuses and their accompanying textbooks; national and local interests should be taken into consideration. The Ghana Education Service should work in collaboration with interested agencies including University Teachers Association, GNAT, Ghana Association of Writers, Children Literature Foundation, Ghana Association of Booksellers, Printers and Illustrators, representatives of Publishing Houses, Parents, and Ghana Book Development Council to prepare such textbooks and educational materials to cover the entire curricula.

Summary

Curriculum is a total educational program as it is anticipated through planning and experienced and interpreted in daily classroom transaction and learned by students either formally or informally that will have educational benefits to them. The appraisal of student learning and evaluation of instruction are inextricably woven into the curriculum. The key elements of a curriculum (intents, materials, teaching strategies, and evaluation) are in constant and dynamic interaction. Each receives emphasis or de-emphasis based on the
situation, the problem, the task, or the issue of immediate concern. Each takes on different meaning based on the view of knowledge, view of learning and view of society held by the persons making the curriculum decisions. The complexity and potency of the curriculum field arises from this fundamental understanding; that there are multiple meanings and diverse interests at stake in the making of a curriculum. There are two types of curricula, the academic curriculum and the practical curriculum. In the implementation of any of them, it is necessary to make use of invited indigenous people who have the know how on local customs and tradition, and professionally qualified teachers to teach in the educational institutions. While there might not be the need for option of electives in the primary schools, the secondary-technical schools and universities should have the option for choice of electives. In order that syllabuses, textbooks and curriculum guides relate to the Ghanaian environment and the needs of the students, there might be the need for the educational authorities to involve interested groups in the preparation of such educational materials.
The Concept of Decentralization

One major problem facing the Ghanaian educational system is the centralization of the administrative structure. The results are delays in implementation of policies and programs which create administrative bottlenecks. It is the feeling of the general public, teachers, educational administrators and the present military government that the present system of centralization of decision making should give way to decentralization to enable citizens of Ghana to participate in decisions affecting them and their children. In a memorandum submitted to the government, the GNAT states:

We believe that there is an urgent need for the Provisional National Defense Council (PNDC) with the active participation of stakeholders, to determine the priorities and strategies for planning and implementation of educational policies and programs. To be able to do this regional, district and school educational committees need to be established to allow full participation of all sections of the community. (GNAT, 1982, pp. 7-8)

The assumption is that when people become involved in rational decision making, various views are expressed and group decisions are arrived at. Those who participate in arriving at such decisions collectively would become committed to them and be willing to provide assistance in their effective implementation. The best way to reduce
tension in educational administration would be to bring in new interest groups in the achievement of new aims. A close study of the criticism of education in African countries brings out a number of interest groups in school administration. They are students, teachers, principals, parents and local communities (citizens) and officers of the Ministry of Education. In constructing educational administration, it would appear wise to give each group its due (Asiedu-Akrofi, 1978).

If democratic governance of schools is to be a reality, some aspects of decision making need to be decentralized; this will require transferring some important decisions from the national headquarters and regions to smaller subdistricts and individual schools. Decentralized decision-making can increase the impact and influence of top administration and school boards (proposed to be established in Ghana) and can help them to focus on the broad questions of policy and purpose that often are neglected in a highly centralized system (Myers, 1970). Decision-making would thus be a process of power re-allocation in such a way that the identifiable group(s) situated outside headquarters feel(s) free to act without the constraints of some hierarchy. Hence in decentralization the group demonstrates a strong feeling of integrity in the sense that a system must have boundaries and therefore identity. In such an approach power achieved by the group, through decentralization, is self governing, possessing general agreed upon function units of activity. As an integral system
in transactional relationship with its environment, its activity is production oriented rather than consumption oriented. It possesses capabilities to receive information and to direct its activities towards goals it itself generates (Aoki, 1972). This type of decision making in education termed as devolution is based on community participation, and through such a system, all interested agencies in education are given the chance to participate. In such participation, there is interaction among the various participants, each trying to influence one another. There is nothing mysterious or radical about having as many decisions as possible close to home:

close to children, the classroom, the teachers, the neighbourhood school and the community. Decentralization ... means delegating significant responsibilities, decision-making powers and accountability to individual schools and districts. (Davies, 1978, p. 25)

In considering this concept of citizens participation in decision making, reference will be made to a conceptual scheme, showing the relationship of the values, aims and procedures between a Board of Education, and institutional and instructional levels of decision making; this will provide a conceptual map to guide those to be involved in formulating educational policy in Ghana. Figure 6 shows three levels of decision making -- societal, institutional and instructional. It also shows the relationship of the values, aims and procedures of the Board of Education to the other two levels of
Figure 6. Goodlad's Societal, Institutional and Instructional Levels of Decision Making.

Adapted from Goodlad's (1967) Societal, Institutional and Instructional Levels of Decision Making Model in Education.
decision making and to the various personnel in the organization. A hierarchy is involved in the sense that societal values, aims and procedures govern and regulate to some extent the decisions made at the institutional and instructional levels (Goodlad et al., 1967).

The first box in Figure 6 represents the societal level. The first responsibility of the Board of Education is to voice the values of the community. These values are pervasive in the sense that they govern all subsequent decisions of the Board of Education. The second responsibility of the Board of Education is to determine aims for the school district.

The second box represents the institutional level which is traditionally thought of as a central office. However, this intermediate unit can and, indeed, should include not only central office personnel but teachers and principals as well. The purpose of the intermediate units is to refine the societal aims and procedures in such a way that a unified and integrated educational program results. The aims of the Board of Education are thereby made more specific and become institutional procedures. The institutional level is concerned therefore with mediating between the various parts of the organization and coordinating their efforts.

The institutional level is represented by the third box. Here again the institutional purposes are made more specific and become instructional objectives. Eventually teachers formulate organizing centres to attain the objectives. Procedures, per se, are not
developed nor refined at instructional level; rather they guide the teacher in making instructional decisions. Teachers, of course, may develop procedures for students for whom they are responsible.

It is therefore necessary to note that the Board of Education at the societal level articulates the values (philosophy), develops the aims and develops procedures for the school districts. The intermediate units refine societal aims into institutional purposes and societal procedures into institutional purposes. Teachers at the instructional level make all instructional decisions being guided by the societal values developed at the national or board level (Simon, 1950).

Establishment of Committees

The Ghana Education Service Commission

Although it is being proposed to decentralize decision making in education, there might be the need to establish an Education Service Commission to advise on broad educational policies, including basic, secondary-technical, tertiary, special, and non-formal continuing education. The commission will be composed of representatives from the interested agencies; in education, including GNAT, parents, educational units, administrators, universities and bodies like National Council of Women and Development, and the Christian Council. The actual management of schools will be undertaken by the district
authorities. The Ghana Education Service will have at its secretariat three Executive Directors: Director for Basic and Secondary Education, Director for Tertiary Education and Director for Special and Non-formal Education.

Regional Committees

It is expected that each region will have a committee to be known as the Regional Committee which will advise on matters concerning provision and development of basic, secondary-technical as well as special and non-formal education. Like the Education Service Commission, it will comprise interested agencies in education including a representative each of religious educational units, GNAT, and parent-teacher associations.

The School Board/District Educational Authorities

The main tasks of the School Board are to set the policies for the school district to plan for the district future needs, to establish priorities and to keep open the lines of local communication on educational matters; that is the School Board would be responsible for the promotion and administration of basic and secondary education as well as special and non-formal education in the public system within a district or part of the District Council and will advise the Minister on all matters affecting basic or secondary technical education within the area of authority of the District Council and
such other matters as the Minister may from time to time refer to it. It should be the responsibility of the Board to establish, build, equip and maintain all public primary educational institutions required within the area of that District Council (Ghana Government, 1981).

The Board of each school shall determine local policy ... the effective and efficient operation of schools in the school district; delegate those specific and general administrative duties which require delegation to one or more employees of the board. (B. C. Ministry of Education, p. 31)

**Superintendent-District Education Officer**

There should be a District Education Officer (The Superintendent) who will be the District Local Board's chief educational adviser and administrator of its educational policies; on the other hand he will be responsible to the Minister of Education for the standard of instruction within the superintendency and for the conformity of all educational policies, procedures and practices. As chief educational officer to the Board on matters of the school district organization and staffing, he should ensure that school administrators, teachers and school district instructional staff are informed about regulations and guidelines that affect the Board and Ministry's policies. One has to note that the District Education officer - the Superintendent is the chief education officer of the district and all administrators, teachers, district staff and para-professional staff in the district's
educational organization, are under his administration.

The roles to be exercised by superintendents could be similar to those roles adapted by the Association of British Columbia School Superintendents (ABCSS) as follows:

As senior school board officials, we occupy a unique position in the management of the public education system. As prominent members of the teaching profession, we believe we enjoy a reputation as educational leaders in our communities. Our advice is bound by the standards and ethics of the teaching profession and based on many years of experience as classroom teachers, in-school administrators and district office administrators ... we serve as the interface between the Ministry of Education and local school boards, and in many instances, we are expected to act as agents of both levels of government, since we simultaneously carry out the mandates of the "government, and serve as advisers to the locally elected trustees". (ABCSS, 1984, p. 1)

In view of the above, it is necessary to appoint experienced officers who have not only obtained the requisite educational qualification, but also be professionally and administratively competent. They should be assisted by directors of instruction, administration and organization, economic services and other positions to be defined by the Board of Trustees. The district administrative structure will be seen in Figure 7. It is however recommended that the membership of a School Board will consist of a chairman, a representative of the Ghana Education Service in the District, and not less than seven or not more than nine other persons with experience and interest in education including a representative each nominated by the various stakeholders
Figure 7. Proposed District Structure

- Board of School Trustees
- District Education Officer
- Superintendent
- Director of Curriculum and Instruction
- Director of Administration and Organization
- Director of Budget and Economic Services
- Administrative Staff
- Supporting Staff
- Schools and Colleges
- Student Committees
- Staff Committees
- Parents and Citizens' Committees
Citizens Advisory Committee

In attempting to perpetuate the concept of citizens' participation in decision making Palmer and Jacobson (1974) and Yin and Yates (1973) have identified some basic conditions to be followed:

1) that people act when they have some sort of self interest at stake, 2) that people act when they have a clear and compelling diagnosis of the needs of the situation, 3) that people act when they have a meaningful prescription or remedy for the situation, and 4) that people act when they have a sense of power to enforce the necessary prescription.

The point worth noting is for the school systems to recognize that citizens have some stake in their own school and are therefore willing to participate in its activities.

Davies (1973) has suggested some guidelines to be considered if the potential of citizen participation can be realized. Democracy is the freedom of the people to air their views freely and each respecting each others' point of view. That is the case rests squarely on democratic principles and on the fact that the foremost goal to be sought is more self government for the people in their own communities. "People affected by the decisions of institutions and ... agencies should have a voice in making those decisions." (Davies, 1973, p. 24)

Decentralization as already discussed is the next important
guideline suggested by Davies. The point to be noted is that instead of power being exercised by one person, now it is going to be shared by all concerned at the grassroot. **Collaboration** comes the need to build and maintain a healthy community and healthy institutions and providing the best possible conditions for the growth and development and education of children. What we need in order to achieve these goals is a spirit of collaboration: "give and take among school people and citizens which leads to shared decision making, shared authority and wise exchanges of professional and community expertise and resources" (Davies, 1978, p. 26).

The establishment of **School Councils** should have within their scope assessing community and student needs, identifying goals and priorities of the schools, setting school priorities and improving community support for the school, investigating student or parent complaints or problems, mobilizing school and community response to special problems, evaluating extracurricular activities, coordinating volunteer programs, to provide parent community assistance to the school and communicate school problems and needs to district councils.

**Parent Teacher Associations**

One major area in the establishment of school councils is to have Parent Teacher Associations (PTAs) in various institutions. In rural areas and at places where there are clusters of schools, it must be necessary for the schools to come together to organize joint PTAs.
The advantage of well established PTAs might include the following:

(i) teachers get to know more about their children's homes and parents.

(ii) the general public and parents learn about the opportunities and promises the school has for the children.

(iii) teachers and parents use it as a clearinghouse to discuss their misunderstandings.

The whole idea of a PTA is not to invite parents for purposes of talking over school difficulties. The aim is rather to be able to identify common problem areas between the school and the home so that both parties can agree on ways and means of taking constructive measures for building an ideal school (Asiedu-Akrofi, 1978).

The formation of school councils viz-a-viz Parent Teacher Associations will help in the diversification of school programs to provide opportunities for parents to influence the educational decision making process and to have an important voice on the kind of education their own children will receive.

Davies further argues that citizens who are going to be involved or participate in school programs do not have the basic information they need; they do not know what is available or how to get it. It is therefore necessary to provide them with training for specific skills,
including communication, planning, and gathering and analyzing data. They also need orientation to specific settings and tasks. Similarly, administrators and teachers also need to be trained and orientated if they also should be effective in new relationships with parents and citizens.

What is needed is a quantum leadership by both professionals and School Board members to establish the kind of environment and conditions needed for genuine school community collaboration in decision making process. It is recommended that the central government should come out with a legislature providing the guidelines and financial assistance to make the concept of grassroot participation of decision making possible. The Ghana National Association of Teachers should in co-operation with all other agencies press for the implementation of the policy of decentralization through submission of memorandum and open dialogue.

**Staff Committees**

In various institutions there should be staff committees to take collective decisions on school matters including: curriculum planning and development, sharing responsibilities on duty roster, staff collective relationship with parents, educational authorities and general public, interpretation of school regulations and code of professional conduct, formation of citizens' advisory committees and other committees, clubs and voluntary organizations, supervising
students' committees and organizing adult educational programs like literacy classes. Research has shown that the model of decision making involvement most preferred by teachers is a collegial model (Robinson, 1976).

The preferred mode of reaching decisions (particularly those of a professional nature) was through collegial collaborative endeavour. Teachers preferred the decisional situation where teachers and principals worked together as colleagues and equals in reaching decisions. (Robinson, 1976, p. 4)

It is therefore necessary to have a staff which is united and meet, at least, once a month for the successful running of the school. A good staff meeting is generally run on committee basis, for example, professional committee, social committee, public relations committee, board and house affairs committee, etc., each with specific responsibility. In order to make a good staff meeting, members of staff must be ready to discuss issues which have been put on the agenda. The kinds of questions they put on the agenda are also important; they help to call the attention of the staff to urgent matters. Tolerance and respect for one another's views should pervade staff meetings. It is not always in the interest of the school for all items on the agenda to come from the principal; teachers should be encouraged to suggest topics for discussion. All the decisions taken at the meeting should show clearly in the minutes. The principal and staff should respect them (Asiedu-Akrofi, 1978).
Both for the productivity and for the satisfaction and psychological growth of employees, the superiority of supervisory strategies which involve employee participation in decision making are now sufficient to suggest strongly that more shared decision making, greater influence for employees and power equalization should be seriously considered for many kinds of organizations. (Schein, 1965, p. 65)

**Student Committees**

It is important to involve the students for whose interests various decisions are being made: "Students, even little ones are people too." (Fullan, 1982, p. 147). No matter how elaborate and complete a plan may be, it cannot be carried out successfully unless the students are brought rather fully into the knowledge of what to do and how to do it, and brought to a commitment of cooperation in the process.

The teacher should encourage his class to take responsibility on specific tasks -- books and stationery distribution for example. There should also be a librarian, health officer, and class prefects. Class teachers should make these appointments in consultation with their students through democratic principles. The prefects elected in each class would constitute a committee; this is to be known as the prefect committee. Its main purpose is to delegate decision making to students and make them responsible in the running of the school in co-operation with staff. There might be interchange of ideas among the prefects to help the inefficient ones to improve upon their performance. The senior prefect of the school might be the
chairperson responsible for collating decisions and recommendations to the staff committee.

The next students' committee will be the students' representative council. It will be a representative body of students to discuss problems affecting them. It is advised that Parents' Advisory Committees as well as Staff Committees, will meet the student representative council to share ideas and listen to their general problems. In the same way they should be informed what problems face the school. From time to time, it should be reported back to the student body about major educational issues and problems. In a participatory decision making there might be the need for effective feedback to reduce rumours, insinuations and false information being circulated.

In any communication setting each of us is both a source of message and a receiver of message simultaneously. This means that we are ... responding and being responded to. Feedback exists when each person affects the other -- each is a cause and effect. (Brooks et al., 1976, p. 78)

It is proposed that the student representative membership might include the following: the senior prefect, all the class prefects, representatives of religious groupings in the school, representatives of voluntary organizations like the Boy Scouts, Boys' Brigade, Red Cross, School choir, Debating Club, Bible Societies, etc.; all students holding new positions like garden prefect, football captain,
netball captain, librarian, and sectional or house leaders, and any other three selected students including a female student.

Village and Town Development Committees

It will be appropriate if the present Village or Town Development Committee system of decision making will be utilized. The Village Development Committee (VDC) or Town Development Committee (TDC) is a community administrative-cum-action group of individuals selected by the community to plan and direct community developmental programs. Traditionally, these committees are responsible for the organization of communal labor activities such as constructing a toilet facility, digging a well, building a school block, constructing a feeder road to link the town or village to the country’s major road networks and developing other recreational facilities, etc. (Marfo, 1983).

In fact, the VDC or TDC has become a local socio-political institution acting on behalf of the chief in the decision-making process in the village or town. What the Chief does is to beat the gong-gong to let the inhabitants meet to select representatives from each ward to institute the committee. The Chief will also have his representatives in the committee. There might be the need for the VDC or TDC to work in subcommittee basis: School Committee, settlement or arbitration committee, health committee, festival committee, Agricultural Committee and Communal Labour Committee; these can be either standing or ad hoc committees. The main function of the School
Committee is to advise on planning, building and construction of school block, school farm, school fields and any other project related to the school as determined by the Staff Committee, PTA and the VDC or TDC. Whatever revenue that will be received from the local, district or central government will be used to augment the income generated by the VDC or TDC. Figure 8 will illustrate the community involvement structure.

**Educational Institutions**

For participation to become real, it is intended to involve parents, the general community, the staff and students to be part of school activities. At the top of school administration will be established Board of Governors or Parent Advisory Committee to advise the head in the conduct of the affairs of the school. In addition to the staff and student committees, there will be houses or sectional groups or students; each house will have a housemaster and prefect. The house system will be used to promote competition in sports, choral music, cultural drumming and dancing, cleanliness, symposia and debates. It will also help in promoting communal activities like agriculture, fishing, keeping of poultry or livestock raising. The housemaster and members of each house will meet from time to time to discuss matters affecting their house. The present system where schools are run by the principal under the supervision and advice from the Board of Governors will be maintained. The principal will have an
Figure 8. The Village/Town Development Committee (VDC or TDC)

The Chief - (Ohene)

VDC or TDC

Festival Committee  Health Committee  The School Committee  Settlement Committee  Health

Board of Governors or Advisory Committee

PTA

The Headmaster or Principal

Assistant Headmaster

Students Committees

Senior Housemaster  Housemasters

The Prefects

The Student Body
assistant (or assistants depending on the size of the school). There will also be the senior housemaster assisted by housemasters, staff prefects and student committees. The main aim is to share responsibilities among both staff and students.

The Function of Administration

It will be necessary to establish an efficient administrative set up to co-ordinate the activities of the various groups and committees at various levels as shown in Figure 9.

It will be worth noting that rational decision making excludes the use of an authoritative figure, an administrator who makes the ultimate decision or who should have more influence or power over a decision than other persons in the group (Myers, 1970). Griffith (1959) speaks directly of rational decision making when he maintains that the specific function of administration is to develop and regulate the decision making process in the most effective manner. The point being made by Griffiths is to advise all those who are involved in the decision making process -- the chief executive, chairpersons of committees, heads of departments, administrators, etc. not to use their positions to make arbitrary decisions; instead they should pool resources and the views of various groups together. It is not the function of the chief executive to impose decisions; it is his function to monitor the decision making process to make certain that it performs at the optimum level (Myers, 1970).
Figure 9. Citizens Participation in Decision Making in Education at Various Levels
The school is a public institution accountable to the society. It cannot give a good account of itself unless it learns to evaluate its work in terms of the objectives set out. There are inside and outside participants in the decision making process. There is the student body as exemplified by the student committees, individual students and class groups. These groups have their own decisions to make for the good of the school. There are also decisions taken by individual teachers in their own classroom; they relate primarily to the work done with children. There are decisions taken by the principal in his or her own right as the administrative head of the school. Though it has been stated that administrators should monitor the decision making process, the head of the institution and those to whom power has been delegated, essentially would remain accountable to the educational authorities or the public for blame or credit. They should study both routine and strategic decisions and decide which decisions need immediate administrative action and those that might require the attention of any of the identified committees for discussion, advice or action.

Summary

For effective rendering of professional services to society three components are essential. One is the institution(s) which formulate(s) the policies and guidelines in the decision making process. The Ministry of Education and its governing and advisory
councils acting on behalf of the government and legislature will perform these functions. The second is the refining of such policies and programs and modifying them to suit district and local conditions; these would be performed by the school boards assisted by citizens advisory committees including parent-teacher associations, board of governors, staff and student committees. And the third would be the body of professional educators and their supporting staff who will comprise the delivery system and turn the policies and programs into action -- the education of children. In order that effective changes can occur and implemented, there must be co-operation among these interested agencies -- Ministry officials, administrators, members of committees, parents, principals, teachers as well as students. Instead of decision being imposed, it is intended that it will be shared by all concerned. Consultation, openness, dialogue and free discussion amongst individuals, sub-groups and committee members would be the "modus operandi".
Inservice Education

Any good organization is characterized by its ability to grow. The teaching profession is not an exception. In this respect, practicing teachers, in order to improve upon their work efficiently, are compared to a car or vehicle bought from a factory. What would happen to the car that is used frequently without maintenance? The answer to the question can be compared to a teacher who has completed his teacher training program in a university or teacher training college and then does not participate in any ongoing in-service activity. As ideas in education change and new methods of teaching are devised, it is necessary for teachers and professional educators to be sensitive to the changing situations. Inservice education is a planned program of continuing learning which provides for the growth of teachers through formal and informal on-the-job experience for all professional personnel. Not only does inservice program provide for the growth of teachers but it also provides for a setting to keep a continuing focus on curriculum for the instructional improvement of professional staff members (Harris et al., 1969).

Inservice education would include a teacher alone reading, viewing a film, or observing a second teacher; a group of teachers successes and failures in the work of the day or a team of teachers
designing a new approach to instruction; attendance at a workshop focused on knowledge or skills or attendance at a class organized by a university, training college or any other institution (Young, 1979). Put another way all inservice need not be a matter of institutes, workshops, clinics, clinic supervision, seminars, etc. Inservice can occur anywhere, any time, at any place under any circumstances. It can be done on the golf course as well as in the lecture hall. It can be done in the teacher's lounge as well as in the faculty's consultant's office and so on (Rubin, 1979).

The definitions of inservice could be spelled out to cover the following situations: (a) introducing teachers to new concepts and practices; (b) reinforcing desirable teaching/learning methods and techniques; (c) impressing upon educators the need for innovation and change; (d) considering and attempting to remedy any defects in existing educational practices; (e) assisting teachers to meet specific challenges or demands brought about by curriculum innovations, resulting from changed situation; (f) orientating educators to new obligations and responsibilities as a result of postings, appointments and promotions; (g) helping teachers to develop and evaluate curriculum materials; (h) enabling teachers to evaluate themselves and to upgrade their professional status; and (i) providing opportunities for professionals to socialize in order to share ideas about their work.
The education authorities in Ghana have made provision for inservice education; most of their programs are focused on either program implementation or helping participants to pass promotion examinations. The teacher education and inservice unit of the Ghana Education Service and organizations like the GNAT, the National Teacher Training Council (NTTC), Institute of Adult Education of the University of Ghana, Legon, Institute of Educational Planning and Public Administration, the Institute of Education, University of Cape Coast as well as the Subject Associations (SA), and the British Council organize inservice planning and training (inset) programs. Their functions are discussed as follows:

a) The NTTC organizes courses for subject panelists to prepare various syllabuses to be used in teacher educational institutions. It employs the West African Examinations Council to conduct its examinations.

b) The Institute of Adult Education, University of Ghana, Legon, organizes courses for interested teachers to take prescribed promotion examinations.

c) The Institute of Educational Planning and Public Administration (IEPA), University of Cape Coast organizes courses on educational leadership for the top administrators of the GES.
d) The Institute of Education, University of Cape Coast organizes courses on marking schemes to those involved in three year post secondary and diploma teacher educational programs.

e) The Subject Associations (for example the Mathematics Teachers Association, the Ghana Association of Science Teachers, Ghanaian Language and English Teachers Association) conduct courses on their various disciplines for their members.

f) The British Council organizes courses on the teaching of English as a second language.

g) The GNAT organizes courses on:

   i) Promotion courses to prepare teachers to pass promotion examinations.

   ii) Revision courses to prepare teacher participants to resit their final certificate examinations.

   iii) Seminars in educational administration to assist teachers who are entering into administrative positions as heads or assistant heads of institutions.

   iv) Orientation courses to help young teachers to gain basic classroom techniques.

   v) Book development workshops to train teacher writers in textbooks and story writing techniques.
The Ghana Education Service conducts courses on:

a) Interpreting new curricula into schools.

b) Promotion courses to enable some categories of teachers to be qualified for promotion as stated in the terms and conditions of service.

The teachers who participate in inservice courses have different qualifications and professional backgrounds ranging from initial certificate A teacher, to diploma and degree holders.

(i) Initial Teacher Education

(a) 4 year teacher education for middle school leavers.

(b) 3 year teacher education for secondary school leavers.

The bulk of teachers fall in this category; there are thirty six teacher training colleges located in the nine administrative regions of Ghana. At the end of their training, the students obtain Ghana Teaching Certificate A (Post Middle) or A (Post Secondary).

(ii) Diploma Teacher Program: There are six diploma awarding institutions and two specialist training colleges (for training of blind and deaf teachers). The recruitment of students to these colleges are from
qualified certificate A Teachers who have done not less than two years full time teaching in a school. At the end of their training they are awarded Diplomas in Education.

(iii) Undergraduate Teacher Program: The University of Cape Coast offer four years degree programs. Graduates from other universities holding their first degrees can pursue one year postgraduate certificate in education to qualify as professional teachers. In addition, postgraduate courses are offered in masters and doctoral studies. The teacher education structure is illustrated in Figure 10.

The Defects of the Inservice Programs

Though many teachers have had the chance of attending inservice programs, there is no co-ordination among the various bodies. It can be seen that not all teachers get the chance of attending inservice courses. In fact it appears that those who might need the courses never get the chance of attending any of them. As much as it is desirable that participants put into practice what they might have learned at courses, some of them are transferred to areas and schools where the knowledge acquired would not be of immediate practical use. The teachers who get the chance of attending courses are neither given
Figure 10. Teacher Education Structure

Institute of Educational Planning and Public Administration (IEPA)

West African Exams Council (WAEC)

National Teacher Training Council (NTTC)

Degree Programs
University of Cape Coast (UCC)

Institute of Education (IE)

Diploma Specialist Colleges

Initial Teacher Program

4 Year (A Post Middle)

Middle School or Junior School Leavers

Initial Teacher Program

3 Year (A Post Second.)

Secondary-Technical School Leavers

Schools Throughout the Country Recruitment Base
credits nor certificates, largely because there are poorly conceived incentives. Another problem is that a teacher on transfer from one district may be invited to attend the same course he had previously attended in his previous station due to lack of accurate records.

For effective implementation of the new techniques learned from inservice, it can be expected that follow up visits and effective evaluation must be conducted; unfortunately this is not being done. It is also worth noting that there is no liaison between inservice and pre-service courses; that is what is being taught in training colleges has no influence on what inservice courses provide. Attendance to inservice courses conducted by the GES is compulsory. Some people hold the view that because attendance to inservice courses are compulsory; some participants might not put into practice what they learn at the courses. In view of these defects, there is the need for the bodies involved in the organization of inservice programs to come together to form an inservice committee which can monitor all inservice programs and advise the educational authorities on inservice matters.

Although the classroom teacher remains the nucleus around which all inservice functions revolve, these functions must not be restricted solely to the teacher, but should include as many participants, school district officials, principals, superintendents, board members, consultant and co-ordinators. All these groups must become aware of what is being advocated and done. (Wideen et al., 1979, p. 156)
The Inservice Committee

The proposed inservice committee will be the clearing and monitoring house of the inservice activities; its functions will include the following:

a) Defines the roles of all the bodies involved in inservice activities.
b) Serves as a liaison between pre-service and inservice programs.
c) Establishes the criterion for credit systems.
d) Keeps records and provides information on inservice matters.
e) Serves as the advisory body on inservice matters.
f) Organizes trainers programs for all those to be involved in inservice activities.

The inservice committee will be the connecting link between the teachers, GES and interested bodies as in Figure 11.

In Figure 11, numbers 1 to 7 represent the various agencies and organizations which participate in inservice programs. Number 8 is their point of intersection where, their representatives meet to form the inservice committee. The proposed inservice committee is the pivot around which inservice programs revolve. This means that the inservice committees will provide the network of inset activities. It
Figure 11. Inservice Committee Model
is to be noted that the functioning of inservice needs continuous co-operation from the universities and colleges which are responsible for preservice training as well as the interest groups, teachers organizations and other public groups (Wideen et al., 1979). Figure 12 illustrates the inservice network.

**Inservice Models: The Delivery System**

The inservice committee and the personnel involved must be aware of the delivery process which is the key to successful inservice courses. What might be required is the assurance that inservice education is a priority of the administration requiring: (a) somebody to find out what other people want; (b) some people willing to receive the delivery; (c) something to deliver; (d) somebody to put the package together (this person must understand clearly the nature of the people who will take the delivery and their purposes); (e) someone to make the delivery; (f) some means for communicating that the delivery system exists and how it works; (g) somebody to select a time and place; (h) somebody to pay for it all (Wideen et al., 1979). For effective delivery system the following models will be pursued:

**School Focused Model**

In any analysis of the functions central to inservice the teacher is seen in the pivotal role; it is the teachers needs and wants that must be addressed before any effective inservice can be said to have
Figure 12. In-service Committee Network
taken place. For this reason, inservice programs must place teachers in active roles working with students, materials, ideas and behaviors using children in classroom settings. And whether the teacher plays the role of student or leader, these programs must, at least, be held during the teachers' current work schedule. In this school focused paradigm, the teacher, the student, and curriculum developers interact at the school as represented in Figure 13. The point of intersection at C is at the school where the student, teacher and curriculum developers meet to organize school focused programs.

The school focused has three major commonalities or key concepts which come through in the development of inservice programs (British Council, 1975).

1. **An emphasis on the teacher as a developing person, and as one capable of designing and implementing personal-professional development.** Teachers are viewed as active, often self-directed adult learners. The direction of learning is from the teacher out. The adult learner needs or demands are considered in the design of inservice, and the teacher is encouraged and expected to take responsibility for professional development. Mandated or forced change does not appear in the descriptions of effective inservice practices.

2. **A focus on the work setting as the most appropriate inservice context.** This pattern generally stresses the importance of the educational "setting" as the source for deriving personal-professional goals and practices. School-focused inservice is viewed as the way to make knowledge useful and training meaningful.

3. **A preference for experience-based inservice in which reflection upon practice is the key process characteristic.** Teaching strategies proposed are those which utilize the concrete—the direct experience of the
Figure 13. School Focussed Model

- The planned, the intended curriculum
  - the developers
- The implemented, the translated curriculum
  - the teachers
- The realized, the attained curriculum
  - the students
teacher or of others in the work site. Delineated, this process is one in which teachers as adult professional practitioners respond to real situations (often problematic ones) by analysis, observation, solution design, application and reflection.

Corporation Focused Model

In this corporation focused model, the GES, in introducing new programs, language arts for example, into schools invites representatives of the districts to an inservice course; the participants are introduced to the program. Then they, in turn, would go to their districts and invite representatives from the schools to be introduced to the same program. These school representatives would also go back to their schools to impart the new knowledge to the school staff. The objective of this type of approach is to promote the goals and the objectives of the system. The corporation is the school district. In order to make it more meaningful to get teacher involvement, it is significant for the districts to conduct "needs assessment" to find out what the teachers and their students need and in response to that, the district would organize courses to meet their needs.

Regional Focused Model

This is where the region would invite representatives from the district and organize "trainers programs" for them to be equipped with the necessary "know how" so as to implement nationally developed
curriculum programs. Participants from the districts would serve as workshop leaders to train district personnel who would in turn, train people to organize school focused programs.

The Teachers Center Model

The most important aspect of the inservice is the establishment of teachers resources centers at the local levels within an easy reach of teachers. The function of the centers will include: curriculum development activities, a teaching and learning aid center, exhibition of new textbooks and educational materials; a documentation center -- providing xeroxing, duplicating facilities as well as providing video, film and overhead projectors. It will also be used as a forum for organizing debates, symposium and discussions on educational issues. The center will serve as an interface between the schools, teachers and the local area in the provision of training needs of teachers. It is expected that GNAT and GES should work in close co-operation in the establishment of teachers' centers throughout the country at various "catchment areas" that will be a walking distance where teachers will congregate and socialize to share ideas.

The Institutional or Idiosyncratic Model

The University of Cape Coast is required to strengthen its commitment to teachers for example by offering an increasing number of continuing professional development activities. These might cover
degree courses, and professional development workshops in the various areas of the country. Universities should recognize that inservice education is a shared responsibility and that the university should nurture continuing dialogue with GNAT, the Ghana Education Service and all other interested agencies. In this connection it will be the responsibility of the universities to organize programs in school related courses as well as courses on program implementation; these will focus on credit and non credit bases which interested educators might attend. All universities in Ghana should be flexible and field oriented to meet the needs of teachers in the introduction of extension programs organized off campus in selected centers.

The University Credit Courses

In introducing the extension programs, it will be necessary for the universities to introduce the semester system in its academic programs. The advantage of the semester system is to encourage teacher participants to accumulate credits in their selected fields of study from one semester to the other without leaving their work to do full time studies. In this new approach, a certificate A teacher can accumulate credits for upgrading to a diploma status; the diploma teacher can also accumulate credits to obtain a degree. In addition, those who are not interested in additional qualifications can improve their own professional skills or earn credits for promotion.

The calendar year could be divided into three academic terms of
sixteen weeks each to be called a "semester". Each semester is a unique entity with its own registration and final examinations. Students may enter at the beginning of any semester, and attend one, two, or three semesters as they wish within a year (Simon Fraser University, 1982). Semesters in this context are:

First Semester: September to December
Second Semester: January to April
Third Semester: May to August
(The three will be known as trimesters.)

In order to increase the accessibility of the second term semester, it should be enriched by offering of two-month sessions, namely intersession (April-May) and third term session (July-August) to attract members of the general public and teachers who will be on holidays to attend. It might be expected that all course offerings will be printed and circulated to all extension course centres in the regions and districts and also advertised in the local dailies. The courses would carry semester hours credit and should count toward the total requirements of a certificate diploma or degree subject to university regulations. On the other hand, some participants might need the credits for promotion exercises; it should be the responsibility of the inservice committee to submit reports and feedback on teachers who attend inservice courses to the appropriate
authorities.

Financial Administration

In order to consider the question of financial administration, one has to look at the whole question of support services, provision of consultancy and other assistance to professional development co-ordinators, professional development committees, resource personnel and other teacher groups who will help to make the entire program achieve success.

In addition, one has to look at the materials in the form of print media -- books, periodicals, monographs, etc.; and non-print media -- pictures, film strips, films, tapes, etc. -- and all other inputs that will serve as resource materials for participants.

It is therefore necessary to plan, design, institute and identify structures:

- Trainers' programs at national and regional levels
- Training programs of PD associates, curriculum and evaluation officers
- Appointment of teachers in schools to act as PD representatives.

In fact, it should be noted that small scale programs with limited and specific goals can gain results without heavy expenditure.
All the same, the national headquarters of GES, Budget Division, should provide sufficient funds in its annual budget for this purpose.

Attempts should be made to decentralize funding to the districts; here the District Education Officer should allocate some money directly to schools. It is also necessary to allocate some funds to the universities to enable them to run the extension programs.

The GNAT should also allocate funds for such programs.

Teachers will be expected to pay from their own pockets in attending some types of courses. If they know that they will be awarded credits which will help them in their promotions or obtain additional qualifications they will be prepared to contribute toward the cost of inservice programs.

It will be pertinent for GNAT to expand its scope of bargaining to include professional issues of concern to teachers instead of always bargaining for improved salaries and other fringe benefits like housing allowances, house masters' allowances, head teachers' allowances, to their members.

In order to make it easy for budgeting purposes the proposed inservice committee will be expected to follow these guidelines in defining the roles of the various agencies:

- The GES might take full responsibilities of these courses: introducing teachers to new programs; e.g.,
new mathematics, environmental education, family life education.

- The GNAT might take full control of promotion courses for all categories of teachers. It will continue with its book development project (training of teacher writers).

- NTTC may take care of revision courses to enable failed and referred teachers to resit their various papers. In addition, the NTTC may organize courses for subject tutors on new curricula on teacher education.

- The British Council will, in collaboration with GES, organize courses in the teaching of English as a second language. It will also be necessary to investigate other international funding opportunities to support inservice planning, training and implementation activities for Ghanaian inservice personnel.

- The subject associations may organize programs in their own disciplines to their members.

- The universities will have a look at the various programs and fit them into their academic calendar on credit courses through extension services. The use of correspondence courses might be considered.

- There are other programs which could be jointly organized by GES and any of the institutions, e.g.,
seminars in Educational Administration, and Pre-service Courses for unqualified teachers.

- The important thing is that at the first meeting of the inservice committee division of roles should be given priority attention as in Appendix B. Other areas to look at might include:

  a. identification of issues and stating of objectives;
  b. sharing of roles;
  c. appointment of subcommittee;
  d. funding and financial regulations;
  e. system of evaluation and reporting back.

Implications and Strategies for the Implementation of the New Inservice Programs

In implementing the proposed inservice programs in Ghana the target groups to be identified are: (a) certificate A teachers -- post middle or post secondary, (b) senior teachers in category "a" who have been promoted after teaching for more than five years. There are others in this grade who have attended two years of specialist courses in a teacher training college; (c) Principal teachers: they are made up of three different groups made up of undergraduate degree holders; diploma holders and those who have been promoted from the senior
teacher grade; (d) Senior Principal teachers -- they are those who have been promoted after three years' service from the principal teacher grade; (e) Principal Education Officers. Those who have been promoted after three years' service from the Senior principal grade; (f) Assistant directors promoted from the Principal Education Officers grade to be heads of institutions or become heads of district offices of the Education service as Superintendents, (g) There are those in the system who, due to shortage of teachers are allowed to teach though they failed or were referred in some subjects in their final certificate examinations. There are heterogeneous groups of professional educators whose interests in professional development should be recognized in the new inservice organization.

Problems of Implementation

The first problem is that the teachers are scattered in all the nine administrative regions. Various groups are qualified to be promoted at the same time every year. It is categorically stated in the conditions of service for teachers by taking promotion examination or attending prescribed courses or both.

The new program should therefore be organized to involve all teachers in the country.

The second problem will be that of change; there is therefore the need to mount an educational program to prepare their minds to be prepared for the change.
The third problem will be that of the personnel to form the tutorial teams, to implement the new program. It is necessary to organize "trainers' programs" for the personnel in GES, GNAT, university lecturers and all trainers of teachers before the program starts.

The fourth problem will be that of financing. It has been proposed that teachers who attend courses should be asked to pay for such courses. As indicated earlier, they will be prepared to pay because of the credits to be accumulated for additional qualifications or promotions.

The GES should provide sufficient money for the new program. The important thing is that money should be allocated to schools and districts in the proposed decentralized system.

The GNAT will, however, be expected to restructure its setup to include appointment of PD Associates, formation of PD committees, and review its budget to cover PD programs. The GES will also be requested to appoint PD organizers or consultants. There will be no problem because in each district at the moment there are officers responsible for inservice courses in addition to their other duties. All that will be needed is to reschedule assignments and appoint those who have the professional "know-how".

Strategies for effective implementation. The implementation program should be organized into three phases:
a. The first year will be used to form committees and task forces and getting GES becoming committed to the model.

b. The second year will be used to mount an educational campaign to prepare the people's mind on the new program. Also pilot programming may be initiated in certain districts.

c. The third year will be the year of action when the program will start in all the regions.

The importance of the new inservice program is to mobilize the heterogeneous group of teachers into the network so that by the time one is qualified to be promoted, he/she might have been given the chance to attend some prescribed courses as stated in the terms and conditions of service.

First year:

a. The new program will be presented to the Executive Committee of GNAT for adoption. Then the GNAT will submit a memorandum outlining the importance of the model to the Ghana Educational Service Council and copied to the identifiable groups.

b. A consultative meeting will be called by GNAT to introduce the rationale underlying the submission of
the memorandum. In this exercise it will be arranged to involve actively representatives of the universities in Ghana. The dean of the Faculty of Education of UCC or his nominee will be invited to be the chairman after consultations with the GNAT Professional Development Department.

c. The representative of GNAT on the Ghana Education Service council will be properly briefed so that he/she could be in a position to explain the advantages of the model.

d. The Ghana Education Service Council after accepting the model will refer it to the National Teacher Training Council through the director of Teacher Education. The following task forces will be formed:

i. Implementation Task Force: It will work on general implementation methods -- tutorial teams, course centres, and financial regulations.

ii. Research Task Force: Providing the relevant data -- number of teachers in each group, region, the inputs necessary and developing evaluation criterion.

iii. Credit and Extension Committee: This will be done by the university based on the university's
overall program.

iv. The Teacher Education Committee will co-ordinate the activities of the task forces.

e. A meeting will be called by the director, Teacher Education, to collate the views of the task forces. After this the director will submit a memo to the Ghana Education Service outlining the methods to be devised for effective implementation.

f. The Ghana Educational Service will then institute the proposed inservice committee. The inservice committee will then meet from time to time to establish their procedures and policies. They will define roles for all interested groups.

g. Orientation and inservice sessions for inservice leaders should begin and continue regularly into the second year.

Second Year:

a. An educational program will be launched throughout the country to explain the new program; it will take the form of:
i. issuing of circular letters by GES to schools and colleges;
ii. publication in the GNAT newsletter and university newsletter;
iii. rallies of teachers in the regional capitals to explain the program;
iv. local meetings and workshops by regional secretaries to explain the new model to teachers at the grass-roots level.

b. Establishment of course centres and appointment of PD associates, GES curriculum organizers, formation of PD committees, and development of teachers' resource centres. At the same time, financial regulations will be worked out.

i. It is worthy of note that the GNAT and GES should work in close collaboration in this exercise.
ii. The second year and first year are indeed being used to build structures, processes and a general educational campaign.

c. Inservice sessions for workshop leaders and other change agents should be implemented. Content for these
sessions should include curriculum development and evaluation, the role of change agents and preparation of teaching aids.

Third Year:

a. This is the year of action. By the end of the second year it is assumed that every teacher might be conversant in what is happening and what the program is all about.

b. In July/August the courses will be opened by regional directors in the selected centres in the regions and districts.

c. While schools are in session in September school-focused programs will also start.

d. Officials of the Ghana Education Service, members of the Inservice Committee, and other officers will be designated to visit specific centres for evaluation purposes.

In any new program it is obvious that some problems will be encountered. With efficient supervision, co-ordinated monitoring, and evaluation, it will be necessary for the Inservice Committee to meet from time to time to solve problems as they arise. Barlund (1978) in
discussing the topic of feedback emphasizes:

Feedback is a requirement of all self-governing, goal systems whether they are mechanical devices, living organisms, or social groups. To obtain this feedback an autonomous system must be able to observe or scan its own performance, compare intended and actual operation, and use this information to guide future action. (p. 29)

Summary

Inservice education has been defined as an ongoing on-the-job training for all professional educators. It takes various forms to improve teaching skills. There are programs to initiate changes in educational practice, implement new curricula, and programs to improve academic and professional competence of teachers. The overall goal of inservice education is to help improve the quality of instruction to meet student needs at all levels of the educational system. In order to avoid wastage and duplication, it will be appropriate to establish inservice committees to monitor all inservice programs. The GNAT and all identifiable agencies will all be represented in the committees at the national, district and local levels. In the delivery system the emphasis should be placed on school focused inservice programs to enable teachers to have a say on curriculum issues. At the same time the new inservice program will cater for university extension programs to enable classroom teachers to obtain additional qualifications while they remain on their job.
CHAPTER VIII

Research and Professional Development Department (RPDD)

Teachers and Curriculum Development

In order that teachers and their organization can be involved in the curriculum decision making process in education in Ghana, it is necessary for GNAT, to promote and organize programs that will help to raise the academic and professional competence of its members. Consequently this will help them to improve teaching methods so that they can better serve the interests and needs of their students (Penrose, 1970). It is significant for teachers' organizations to regard curriculum development as part of their professional role; this has been advocated by UNESCO.

The Teaching Profession should enjoy academic freedom in the discharge of its duties. Since teachers are particularly qualified to judge the teaching and methods most suitable for their pupils they should be given essential role in the choice of and adaptation of the teaching material, the selection of textbooks and the application of teaching methods within the framework approved programmes and with assistance of educational authorities. (UNESCO, 1966, p. 8)

GNAT should not be concerned with representation on existing curriculum committees but with a realignment of the curriculum decision making structure which will allow for more active participation by teachers. The realignment of the decision-making process would be done in such a manner which would result in a climate
in which the creative forces of teachers could best function. Included as part of this favorable climate would be the assignment of specific workloads to teachers which would allow them time to be devoted to curriculum activities. Inherent in this statement is the fact that the role of the teacher includes not only interacting with students but also the planning of this interaction and integration of other components of the curriculum. This realignment calls for changes to be made first in the classroom level, and then establishing regional, district and local structures to facilitate the activities of classroom teachers.

Six levels of curriculum planning and implementation need to be considered. There is the need to establish at the national level headquarters a professional development and educational committee which will collaborate with the Education Service Commission and other interested bodies to maintain a basic educational program and advise on broad policies in education. The GNAT will also establish regional educational committees to adapt the headquarters programs for the regions. District professional committees will be formed to work in co-operation with the district educational administration to adapt the regional programs to satisfy the needs of the district. At the local association level, there will be close co-operation between the local association and the local educational personnel in the pursuit of educational programs. In the schools, the principal and staff would study, develop and co-ordinate the desired educational program in
their school calendar while class teachers would translate the desired educational programs into specific learning experiences. These six levels of curriculum decision making are represented in Figure 14.

**Six Levels of Curriculum Planning**

![Diagram of Six Levels of Curriculum Planning]

In order to best serve the students, it is necessary that the basic philosophical goals in the society be reflected in the curriculum. Being an interface between the society and the school, the teacher is able to observe the development of the children and become aware of their societal viewpoints which may differ from those of the larger society. The changed societal viewpoints of the young often herald the changes within the society. It is the recognition of the changing
goals of students and the understanding of the basic philosophical goals of the society which allows the teacher to mediate these often conflicting goals. Such action may lead schools to reflect not only past and present philosophical goals but also to the explanation of new philosophical views which may be necessary to adjust to a changing world. It is therefore important that the teacher be placed in a more central role when the goals of education are being established.

The creation of and selection of the instructional content which will best lead to the students' attainment of established goals is a very important part of the curriculum development process. It is often the content which dictates the goals; therefore a closer association between the goal setters and the content creators is necessary. This closer association is also necessary with classroom interaction. The teacher's knowledge of learning theories and learning styles ought to be examined within the context of knowledge about teaching and learning styles. This central role of the teacher must be more closely associated with the goal setting and instructional content selection of the curriculum development process. All the positive aspects of teaching -- individualizing, skill development, valuing and continuous learning, etc. are included within the discussion of integration. It is important, however, that when speaking within the context of curriculum development, that both student-teacher interaction and the interaction among goals content teaching and evaluation be considered.
Justification for the Establishment of the Department

Teachers are professionals who diagnose the needs of their students and are capable of developing the appropriate instructional strategies; they are not mere technicians who give expertise in using existing tools like textbooks or teaching aids. It has been realized that teachers will not change their way of doing things just because some officers tell them to shape up. They will make reforms if they become responsible for defining their own educational problems and objectives and seek to find appropriate solutions for them. The provision of the professional development department will stimulate teachers to begin the necessary task of curriculum development because: (a) there is a central and permanent location; (b) it has adequate professional resources, (c) it is a climate away from classroom obligations; and (d) there is the recognition of the role of the teacher as a curriculum developer.

It is considered that a properly established research and professional development department would lead to improvement in classroom instructional services for the following reasons:

a) At present there is no central point at which materials and ideas can continually be accumulated and reviewed by teachers in Ghana. Such a division would therefore lead to a more extensive use of interchange of ideas which are at present locked up in the minds of
individual teachers.

b) The fact that materials and meetings could be maintained at a central place would mean the improvement of research and communication among teachers at different schools and locations.

c) Teachers would feel proud that the materials they have produced are displayed for others to see and use.

d) The criticisms being levelled against GNAT and teacher organizations in focusing their activities only on economic services will end because the activities will incorporate professional and curriculum development activities as an interrelated corollary. The establishment of the new division would make GNAT become professionally oriented and rightly exercise its educational-professional function.

Teaching should be regarded as a profession ... a form of public service which requires of teachers expert knowledge, and specialized skills, acquired and maintained through rigorous and continuing study; it also calls for a sense of personal and corporate responsibility for the education and welfare of the pupils in their charge. (UNESCO, 1966, p. 4)

The Objectives of the RPDD

The objectives of the Research and Professional Development Department include the following:
a) To facilitate professional growth of teachers by establishing structures and processes at the local, district, regional and national levels as well as school focused programs to enable teachers to plan, and to organize professional and curriculum activities effectively and efficiently.

b) To provide continuing and inservice educational programs at various levels and to ensure that teachers are given the chance to attend such courses.

c) To increase awareness of and stimulate search for solutions to problems which adversely affect the efforts of the public school system, to foster the growth and development of each child to the end that each child will become a self-reliant, self-disciplined participating member with a sense of social responsibility within a democratic society.

d) To assist in increasing public participation and co-operate with interested agencies in determining the overall objectives of education and to search for an educational system suitable for Ghana.

e) To assist in providing for the continued intellectual, physical, social and emotional growth and development of students.

f) To assist in the improvement of learning and teaching
conditions, including the provision of adequate support services -- to bargain with management and other related bodies in the interest of teachers and students for favorable learning conditions.

g) To be involved in research and evaluation of curriculum and educational matters.

h) To perform advisory functions on curriculum and other related educational issues to the National Council of GNAT.

i) To involve teachers in the production and development of books and other relevant educational materials for use in the public schools.

j) To promote adult educational programs in co-operation with interested agencies for the benefit of Ghanaian community -- e.g. organizing literacy classes for illiterate adults.

The GNAT New Structure

It is therefore expected that the GNAT should restructure its set up to make it possible to establish local professional development committees, district and regional committees and national research and education committees as well as subject associations. In addition, a full time Professional Development Officer (Deputy General Secretary) should be appointed at the headquarters to reflect the importance
attached to education and curriculum issues.

The Local PD Committee

In order to reflect the concept of grassroots participation, the first committee to be considered is the Local PD Committee; it will perform these tasks:

a) Assessing members’ PD needs in expanding the scope of bargaining;

b) Preparing case presentations in any PD issues to be included in a bargaining package;

c) Setting objectives for professional and curriculum development for the area;

d) Establishing an effective flow of communication between the district and the teachers;

e) Dispensing PD funds and assisting school staffs in meeting their PD needs.

There should be appointed a PD contact person in each school with the responsibility of providing a liaison between the PD Committee and the school staff. In addition each zone will have a zonal PD Committee which will use normal channels of communication to provide liaison with GNAT district, regional and headquarters committees and also release to other bodies connected with professional and curriculum
issues. It will be expected that the various PD representatives will constitute the local PD committee. In addition, there will be representatives from other interested groups like subject Associations, PTAs and educational units. Figure 15 will illustrate the PD Committee. The advantage of institutionalizing the local PD Committee is to encourage teachers in the local area to vision, plan, implement and to evaluate their own ongoing programs. It will encourage schools to make PD a central part of their ways of doing things (BCTF, 1982).

The Research and Education Committee

At the headquarters of GNAT as well as the regional and district will be established committees on research, education and professional development. These proposed committees will advise on curriculum, teacher education, inservice education, educational administration, research, library and lesson aids. They will also establish policies in such areas and articulate policies in the philosophy of basic secondary-technical, tertiary and non-formal continuing education. There will be a National Consultative Council of subject Associations which will monitor programs on all subject groupings and sponsor courses to help teachers to improve instructional services in schools. These subject associations will establish branches in the regions and districts as chapters as in Figure 16.
Figure 15. Local PD Committee

- School A
- School B
- School C
- School D
- School E

Local PD Committee
Chairman elected by AGM
or Chairperson elected by School PD Reps.

- PTA
- Rep. from School Board
- Rep. from SA
Figure 16. PD Committee Network

- School Staff
  - Local SA Chapter
  - District SA Chapter
  - Regional SA Chapter
  - National Consultative Council of Subject Associations
  - Subdivisions of RPDD (Curriculum, In-service, Research, Library & Lesson Aids)

- Teacher at the centre
  - Local PD Committee
  - District PD Committee
  - Regional PD Committee
  - RPDD
  - Education Service Commission
  - Education & PD Committee

- The General Community
  - Parents Advisory Committee
  - District Education Authority Committee
  - GES Regional Professional Committee
The establishment of informal work groups -- that is voluntary teachers who have interests and expertise in curriculum and evaluation will assist in the design and organization of workshops, seminars, and related programs. The main goals of PD field services will be to: (a) build and strengthen a professional body of teachers, PD associates, coordinators and committees; (b) establish a client relationship between teachers, students and parents; (c) to initiate curriculum and instructional development directed towards improvement of instructional services.

The establishment of professional development committees will assist in formulating the national, regional, district and local programs through the work of curriculum committees. In this connection, there is the need for task forces of teachers to be established to work with groups throughout the country in the educational community. The thrust of curriculum decision making would place a responsibility on teachers at various levels in a manner that will create a favorable climate in which curriculum development could take place. The translation of the desired educational program into specific learning experiences demand the skills of professional teachers to work together as colleagues in the interest of their students.

If teachers are able to pursue understanding, develop and refine their criteria of judgement and their range in their subject, they must be able, and they must have time and opportunity for professional development. (Stenhouse, 1975, p. 96)
In view of the importance attached to the professional development activities, the GNAT should appoint an officer to be responsible for education and professional development issues; he would perform duties including the following:

a) General supervision, control and coordination of these departments:

(i) Education and Curriculum
(ii) Inservice and Preservice-Teacher Education
(iii) Resources Center - Library
(iv) Research and Evaluation

b) Specifically he should be responsible for the development of curriculum and promotion of research to meet the needs of educational institutions, teachers and students.

c) Book Development and Promotion of Writers Clubs amongst teachers and students.

d) Relations with such bodies as West African Examinations Council, National Commission of UNESCO, National Curriculum Committee, The National Teacher Training Council, Children's Literature Foundation, Ghana Book
Development Council, National Committee on Adult Educational Programs, The Publishing Houses, etc.

e) Draft papers and memoranda on topics related to the division on educational issues.

f) Liaisoning with bodies dealing with certification of teachers.

g) Settlement of personal cases of teachers on professional matters.

h) Representing GNAT on professional and educational committees. (GNAT, 1983)

The new setup of GNAT will appear as in Figure 17.

Establishment of Principles

The following principles will be established in the overall professional development programs:

a) The service should promote the growth of teachers' competence, collegiality, influence social and personal responsibility and health.

b) The service should provide an opportunity for teachers to grow professionally and personally.

c) Teachers' participation should be on a voluntary basis.
Figure 17. GNAT Showing the Research and Professional Development Department
d) The requirements, needs and preferences as described by teachers should be the starting point of all activities.

e) Service should be provided as a priority to intact groups (e.g. total staff, teachers of one subject area of specialty)

f) Provision of service should be based on a commitment by the school (or other intact group) to provide adequate support, organization resources, and time.

g) All aspects of service should promote "teachers teaching teachers".

h) Skills training should be provided that incorporates presentation, and discussion, demonstration or modelling, practice and feedback.

i) Emotional support systems and follow-up should be provided for users of the service to allow for adequate interaction behaviour, change or program implementation (BCTF, 1982).

**Summary**

In order that the teaching profession in Ghana can participate in professional and curriculum issues, it is important that, through its own initiative, it should be concerned with research and professional development matters as its central focus and accordingly establish a
department to be responsible in such activities. The department will organize programs in curriculum development, administrative leadership, research and continuing education. In pursuit of such educational objectives, GNAT will form committees at local, district, regional and national levels making use of its own appointed professional coordinators, associates and chairpersons based on the principle of "teachers teaching teachers". GNAT should create awareness for its members and mobilize them to discuss, plan, and implement curriculum programs on their own. The argument of innovative learning that will result in change, renewal, restructuring and problem reformation will be the concern of teachers and their organization. Teachers and their organization must be free to grow and experiment in a supportive environment; the environment is one which GNAT provides through its own resources and initiative in collaboration with other interested agencies to develop and organize programs for the improvement of instructional services to promote quality education in all sectors of the educational system.
CHAPTER IX

The Change Agent and Effective Communication

The Role of the Change Agent

Leadership. In examining the contents of this project consideration should be taken that changes are going to occur which involve the development and implementing of a new educational system, the curriculum that will go along with it, the inservice training of teachers and the evaluation of educational programs and objectives. The concept underlying the necessity to institute changes in the decision-making process is certainly going to set out new procedures and measures in educational leadership. Leadership in terms of power and influence is to be distributed at the various times in the lifetime of groups and committees that are going to be formed at the various levels. Leadership will cease to be vested in the person at the top. The implication is that the teacher, parent, student and all those involved in the decision making process are going to exercise some leadership role. Leadership, in this sense, is to be shared by all concerned. These represent a strong bond that brings people together to work on behalf of educational institutions. Indeed a culture emerges that details what is important and provides guidelines that will govern group behavior; they work hard, believe in what they are doing, feel a sense of excitement for the organization and its work and find their own contributions to the organization meaningful
if not inspirational (Sergiovanni, 1982).

The leader at the top can motivate and encourage action, but in the main his function is one of co-ordination of the efforts of all the contributing partners. It is believed that this manner of leadership builds up morale and self respect in the school. And since all the people engaged in the educational enterprise, have a share in leadership, successes and failures are also to be shared by all. It will be necessary to have a look at three types of leadership developed by Rubin (1978); they will serve as guidelines to all the people who are going to play various roles in the new educational reforms in Ghana.

a) **Charismatic**: Individuals who become leaders do so because of certain characteristics already embedded within themselves. The only value of training is to reinforce these existing characteristics and make them useful in the hands of those individuals.

b) **Climatical**: Situations create leaders. It is the climate of the situation that determines the leader -- some situations call for one type of leader, other situations call for a different type of leader. Training can involve the creation of various climates or situations in order to see what kind of leaders come
from situations.

c) **Contrived:** Leaders can be systematically trained. Utilizing findings of research on leadership development, it is possible to identify and sort out leadership skills and then focus training on the sharpening of these skills so that they become effective tools in the hands of persons being prepared for leadership.

It can be seen that leadership is not exclusively the province of any of the three "C's" but rather comes from a combination of all of them. The point which needs to be taken into consideration in the Ghanaian situation is not whether leadership is charismatic, climatological or contrived, but that training should be designed to nurture the leadership charisma inherent in the individual, create the climates for leadership development and teach identified leadership skills in ways to make the potential leader more effective. (Rubin, 1978)

**Innovative Process**

In the innovative process, four major factors can be identified: "the change agent, the innovation which is the new idea being introduced, the user system (that is the consumer of the change
process) and the process of the innovation over time," as in Figure 18.

![Diagram of Four Innovative Factors]

These changes take place in an educational context -- classrooms, and in educational institutions and bodies identified to effect any change in the new educational system. In trying to initiate any change there will emerge one or a group of persons who will be involved in the change process either formally or informally. This person could be an individual, a teacher, a principal, a consultant, an administrator, an officer in charge of a teacher's resources center (warden), a PD co-ordinator, a university lecturer, a GES official, or a GNAT representative or any member of the proposed inservice committee. Any of these or a group of them can institute a change or become an agent of change.
The change agent will be expected to play a linkage role typology. Havelock (1973) has distinguished nine roles to be performed by the change agent: "as conveyer, consultant, trainer, leader, innovator, defender of knowledge, builder, practitioner and user. Though it is indeed necessary for the change agent to be academically and practically knowledgeable, it is his ability to mobilize the resources at his disposal either internally or externally to organize meaningful programs that give him these qualities. There are some identified typology of innovation strategies which a change agent may apply making use of all available procedures and techniques used by individuals and groups at different levels of the educational system to attain the desired objectives. The power coercive strategies depend upon access to political, legal, administrative, and economic resources; that is they tend to involve the use of legal or administrative power. In this top down approach, efforts will be made to ask the educational authorities to issue circular letters to invite teachers to attend courses, workshops and seminars. The Ghana education service being the employer of teachers will be responsible to refund transport expenses to participants and provide release time. Though the power coercive approach is not being advocated all the time, it will be necessary to capitalize on it at the initial stages of the program to have it get off the ground.

The next one to be considered is the empirical rational strategies which assume that human beings are reasonable and will
respond best to rational explanation and demonstration. Typically, they involve the use of education, training, and dissemination of knowledge and research findings. Here it will be useful to make use of GNAT newsletter in Ghana, the university publication journals, and the Ghana Education Service Journal of education to disseminate information. And the normative-reeducative strategies assume that effective innovation requires change of attitudes, relationships, values, skills and therefore the activation of forces within the client system. They involve the use of a consultant change agent who will work in co-operation with client system and use behavior skills (Bolam, 1981). In a country wide program being envisaged in Ghana, it will be necessary to bring consultants from overseas who are knowledgeable in special fields.

The change agents should recognize their "consumers" or clients as individual learners; they are unique and their individualistic tendencies must be nurtured. That is the content of courses and programs should be organized to suit individual (or group) needs.

Helping interactions based on respect, empathy, genuineness will yield relationships typified by equality, other centeredness, and trust. Such relationship provides that the helper and the client can be secure, can feel valued, and can maintain a high self concept learning. It is apparent that clients who feel secure as they improve their self image, learn easily and apply learning more effectively in the classroom. (Young, 1977, p. 11)
In order that any meaningful impact can be made there is the need for the change agent to create an awareness of those to be involved in the change process. It is therefore necessary to develop a typology of "levels of impact" of training and another for categorizing training components; the outcomes of training can be classified into several levels of impact; awareness, the acquisition of concepts or organized knowledge, the learning of principles and skills in problem solving activities. Bruce Joyce's model: Components of Training is summarized in Figure 19.

Components of Training

1. Principles of Theory or Description of Skill or Strategy
2. Modelling or Presentation of Skills
3. Structured and Open Ended Feedback
4. Practice
5. Coaching and Application

Figure 19
There are various models and approaches developed by researchers, teachers, curriculum planners and innovators. Change agents are expected to study some of these and adapt them to suit their situational needs. They should remember that whatever strategies and models they use, they are likely to meet some difficulties or resistance from some participants who attend their programs. Change agents should remember that they are dealing with adults; they should therefore be flexible, open-minded and try to share ideas instead of "becoming giver of new knowledge".

**Types of Leaders**

It is important that change agents who are going to be involved in the various programs to have a look at the four types of leaders and find out where they belong so that they will modify or learn from other models to help them become more efficient in their interaction among people. The four types of leaders are: autocratic, democratic or participative, laissez faire or free reign and situational or contingency.

a) Autocratic leaders centralize power and decision making in themselves. In a work or group situation, their subordinates or participants are told what to do. The leaders take full authority and assume full responsibility; leadership tends to be negative based on
threats and punishment; it can sometimes be positive because the autocratic can choose to give rewards to employees or subordinates (benevolent autocrat). Some advantages of autocratic leadership are that it provides strong motivation and reward for the leader. It permits quick decisions because only one person decides for all the group. Less competent subordinates can be used because their principal job is to carry out orders. The main disadvantage of the autocratic leadership is that people dislike it, especially if it is extreme and the style is negative. Frustration, dissatisfaction, fear and conflict develop easily in such situations. Participants in a workshop feel that they are producing because they are required to do so, not because they are motivated to do so. They therefore tend to work at "half-stream" because their drives and creativity are not released (Fisher, 1978).

b) Democratic/Participative leaders decentralize authority—decisions are not unilateral as with the autocratic method because they arise from consultation with members of the group or organization who participate to arrive at decisions. In this situation, it means the leader and group or committee acts as a
social unit. Members of the group are informed about conditions affecting their work which encourage them to express their ideas and give suggestions. Whereas autocratic leaders control through the authority they possess, the democratic leaders exercise control mostly by forces within the group. Generally the trend is toward wider use of participative practices because they are consistent with the supportive and collegial models of organizational behavior. It should be noted that the autocratic use of power is not necessarily condemned as "bad" rather participative or democratic use of power is considered "better" for many situations.

It encourages people to accept responsibility in their group activity. It is a social process by which people become self involved in our organizational wait and see it work successfully. (Keith, 1981, p. 153)

c) Laissez faire or free reign leaders avoid power and responsibility. They depend largely upon the group to establish its own goals and work out its own problems. Group members train themselves and provide their own motivation. The leader only plays a minor role. Free reign leaders may ignore the leader's contribution; it tends to]permit different units of an organization or
small group to proceed at cross purposes and it can degenerate into chaos. It is not advised to be used normally or used as a dominant style; but it is useful in situations where a leader can leave a choice entirely to the group.

d) Situational or contingency model of leadership states that the most appropriate style of leadership depends upon the situation in which the leader works. More specially, the best leadership style depends on whether the situation is favorable, unfavorable or in an intermediate range of favorability to the leader. As the situation varies, leadership requirement also varies. Fielder (1967) shows that a leader's effectiveness is determined by the interaction of employee orientation with three additional variables that relate to the followers, the task, the structure and the leader position power. The point worth noting is the situational model is for the leader to take a little bit of either the laissez faire, democratic or autocratic models to meet the occasion. The situational model is represented in Figure 20.
Decision-Making by Groups and Committees

The most important purpose of a meeting is the commitment of the members of the various committees to carry out a course of action -- the byproduct. This means that the people who are going to participate in making decisions affecting education and students will feel strongly committed to accept the decisions they will collectively agree upon to carry them out.

If several group members are involved in carrying out a decision ... each understands the part others will play so that they can co-ordinate their efforts. (Keith, 1981, p. 181)
It is to be noted that group decisions carry more weight with those who are not committee members. Associates, subordinates, and even superiors are more likely to accept group decisions, thinking that decisions of this type are more free from individual prejudices because they are based on combination of many viewpoints. It means the combined social pressure of the entire group stands behind the decision.

There are various ways of arriving at decisions. It is necessary for change agents to study a few of them for their use in their interaction with participants during workshops, seminars and courses. These are problem solving, parliamentary procedure, decision by consensus, brainstorming, nominal groups and delphi decision making.

**Problem solving.** The systems approach of problem solving is used by placing the decision in a functional flow diagram -- analyzing the problem, identifying goals, determining solution strategy, and then evaluating performance effectiveness. In this process, first there is a clear comprehension of the purpose or goal to be served by the decision. Second, all possible facts, opinions and ideas pertinent to the problem are assembled. Third, analysis and interpretation of the data collected are made in the light of its possible effectiveness in the achievement of the goal. Fourth and finally comes the crux of the decision making -- that of selecting the particular alternative which offers the promise when all possible consequences are considered.
Figure 21 is a model suggested by Cathcart and Sanover (1970) to illustrate seven steps to be followed in the problem solving technique. In this model, the first step in the decision making process, requires the group to be fully aware of all alternative decisions available. In the second step, once all the alternative decisions are recognized, the group has to establish criteria for evaluating them. The third step is to evaluate the alternative decisions in terms of the criteria that have been established. In this case, the inappropriate, ineffective and irrelevant decisions will be rejected. The further step is that the group analyzes intensively the probable gains and all probable losses that could accrue from each alternative decision. The next step is the determining means of implementation. Presuming that the group has been able to decide on an alternative that will probably provide more gains than losses and is superior to any other alternative, the group must now determine how this decision will be carried out. The final step is the selection and authorization of the people who will carry out the decision. And the outcome of the decision-making process is the "action" - people designated by the group to carry on the decision reached by the group (Cathcart et al, 1970).
Figure 21. Problem Solving Model

1. Recognition of alternative decisions
2. Determination of criteria for acceptance of decisions
3. Rejection of alternate decisions that do not meet criteria
4. Evaluation of probable gains and losses from acceptable decision or return to problem-solving
5. Selection of best alternative decision or return to problem-solving
6. Determination of how decision is to be implemented
7. Selection and authorization of people to implement decision
8. Action

Adapted from Cathcart and Samovar's (1970) Problem Solving Model
Parliamentary procedure. It is simply the rules for working together in groups at a meeting. If there is no communication at that meeting, there is no productivity, unless of course, there is someone, a leader, who tells the group what to do, when to do it and how it must be done. Parliamentary procedure is the act of procedural rules that can enable a group of individuals in a free society to meet together and accomplish the purpose for which it has assembled (Gordon, 1978).

Appendix B will describe parliamentary procedure in detail.

Decision by consensus. This is usually unanimous agreement necessary for effective group meetings. When the point of decision-making is reached at which all group members feel this way as a minimal criterion, one may assume that they have reached a consensus as a group decision. This concept of decision by consensus is not new in Ghana; it is the method used by the traditional African society. The role of the leader or chief was to lead the discussion while members sat in a horseshoe or semi-circular formation. Later the chief or leader, sensing the approach of a consensus, would articulate that consensus. Appendix E will illustrate the consensus model.

Brainstorming. This is a popular method of encouraging creative thinking among members of a committee or group. Its main idea is deferred judgment, by which all ideas, even unusual and impractical
ones are encouraged without criticism or evaluation. Ideas are recorded as fast as they can be suggested, then they are evaluated for usefulness at a later time. The purpose of deferred judgment is to encourage people to propose bold, unique ideas without worrying about what others think about them; this approach produces more ideas; other advantages are enthusiasm, broader participation, greater task orientation, building upon ideas exchanged and the feeling that the final product is a team solution (Keith, 1981).

Nominal groups. Nominal groups are another means that may be used for decision making. Here individuals are presented with a problem. Then their ideas are shared with others in a structured format and their suggestions are discussed for clarification. Finally, group members choose the best alternatives by secret ballot. The process is called "nominal" since the members are on the whole, part of a group in name only. Advantages include the opportunity of equal participation by all members, the non-dominance of discussion by any one member and the tight control of time that the process allows.

Delphi decision-making. In delphi decision-making members of the group do not meet face to face. All communication typically is in writing. Members are selected because they are experts or have relevant information on a topic to share. They are asked to share their assessment of a problem or predict a future state of affairs.
Though they took the decision in writing, the interesting aspect of it is that explanations of their conclusions can be shared. Replies are gathered from all participants, summarized and fed back to the members for their review. They then are asked to make another decision based on the new information. The process may be repeated several times until the responses converge satisfactorily. This process depends on adequate time, participant expertise, communication skill and motivation of members to immerse themselves in the task. The major merits of the process are lack of a need to bring geographically separated members together and the surprising accuracy of decisions in many situations. In some aspects of educational matters in Ghana which makes it difficult for participants to get means of transport to attend meetings, this method can be usefully utilized; their views will be circulated for further discussion and analysis.

**Group dynamics and operation of groups.** In establishing small groups and committees in the new administrative set up, the people in these bodies will interact to influence one another. The social process by which people interact face to face in small groups is called "group dynamics". The word "dynamic" comes from the Greek word meaning "force", hence "group dynamics" refers to the study of forces operating within a group. It is concerned with investigating the function of and changes in the structures of groups and with discovering and formulating the principles that underlie the behavior
of groups (Bany and Johnson, 1964). In the proposed administrative set up in Ghana, these groups will be seen as systems which are integrated wholes which function on the basis of interdependence as a basis for group performance and structure (Catell, 1951). The various committees should also each be looked at as a subsystem within a larger system; such a system is complex with interdependent parts, open, consisting of inputs, transformations, outputs, feedback and boundaries; in balance resulting from positive and negative feedback and having a multiplicity of purposes and objectives. Each group or committee has a common purpose or objective and interacts with one another to accomplish its objectives. It should be aware of the others, and perceive itself to be part of a cohesive group. These committees could be seen as all task groups formed or established to perform educational task on their specific location: "Groups are constituted of several potential antagonistic pulls. They have tasks to accomplish and work to produce but they also must maintain cohesiveness and an optional level of morale" (Huse et al., 1977, p. 160).

In order to understand the internal operations of groups it is
important to explore such concepts as group structure, norms and boundaries, group climate and cohesion and group decision-making (see Appendix F).

The purpose of a group or a committee under discussion is to perform a task -- to accomplish specific educational objectives. But each individual within the group has a different degree of commitment to the task; as well as unique person idiosyncratic needs. There is also the need to define the terms "content" and "process", content refers to the subject matter, discussion on to the actual tasks being performed. Process is the way in which the content is handled, or discussed by the group, the degree and quality of participation by the members and communication methods used. An extensive review of literature suggests that groups go through a four-stage process: forming, storming, norming, and performing (Tuckman, 1965).

Forming: In its initial stage, the group is concerned with orientation which is accomplished primarily through testing the boundaries of both interpersonal and task behaviors, determining the relationship with the leader and the like.

Storming: This is the second stage characterized by the polarization and conflict about both interpersonal and task issues. The individuals in the group appear
to resist group influence and task issues. The individuals in the group appear to resist group influence and task requirements.

Norming: In the third stage, resistance is overcome; intergroup cohesiveness develops; standards are evolved and roles become more firmly established.

Performing: This is the final stage when the group is ready to settle down to accomplish its task. Group energy can be channeled into the task, since the structural issues have been largely resolved and standards have been set.

**Effective Interpersonal Communication**

It is indeed significant for all those involved in decision-making process to develop effective communication systems. Interpersonal communication is a process which a number of people identified in the decision-making process attempt to communicate to influence one another. In effect, all the people at all stages in the decision-making process interact through the use of verbal and non-verbal language. A key criterion to determine whether communication has occurred can be determined when "feedback" has been provided. Interpersonal communication, therefore, is a continuum
process whereby messages travel from one person to another and back to him or her. Each person in the communication process influences the others.

The point which should be made clear in discussing effective interpersonal communication is that communicators are senders and receivers of messages simultaneously. Feedback is expected to flow both ways and, as a result, exerts a mutual influence; this is the essence of interaction and the basis of transaction. In the process of interpersonal communication at all the levels, each of the people involved observes the other person; the cues one receives may cause him/her to continue to talk or restate his/her ideas or make him/her become silent or begin to stumble, talk a bit louder, or use some illustrations and examples of non-verbal devices to explain his or her point. Whatever happens, the observations and projections can provide the necessary feedback which will enable the speaker to predict the outcomes of his or her interaction; such a step will help in understanding the communication behavior of the people taking part in the communication process. The feedback one gives to the other person can make him or her feel unique and worth while, and heighten his or her sense of well-being. It is personally rewarding to know that one's reactions matter.

One important point that communicators should seriously bear in mind is that non-verbal cues such as facial expressions, posture, gesture, signs, tone of voice, and other bodily movements or physical
responses may provide important feedback to the sender. The ability of communicators to provide the necessary feedback looking at the situation, environment, individual needs, group needs, cultural differences, as well as educational backgrounds, status, and other social and psychological factors will help to promote effective and efficient interpersonal communication. I hold the view that feedback plays a very important role in effective interpersonal communication; it consists of responses made as interaction occurs and provides the necessary reinforcements of the speaker; it shows if she/he is being clear, accepted or understood. The heart of this process of feedback is the adjustment or connective function it plays in all interpersonal communication.

In any communication setting each of us is both a source of message and a receiver of message simultaneously. This means that we are at times responding and being responded to. Feedback exists when each person affects the other -- each is a cause and effect. (Brooks, et al., 1976)

Effective communication should be a guiding principle for a member of a committee in his/her attempt to effect any meaningful change. The development of the self-disclosure as developed by Joseph Luft and Harry Ingham needs to be noted. The two people created a disclosure model which they named for themselves. It is called "Johari Window". The Johari Window has four panes representing what one knows about himself or herself and what other persons know of him
or of her. (Figure 22)

The free area represents what you willingly reveal about yourself to the other person. The hidden area represents what you reveal but choose to keep hidden. The blind area represents what the other person knows about you that you do not know about yourself. You are blind to it; it is not in your self-awareness. In the same way, the unknown area is not known to you or to the other person. The process of self-disclosure enlarges area (i) and decreases area (iii). Willingness to receive information from another about yourself can enlarge area (i) while decreasing area (ii).

In a new group or committee the open area is small; there is not much free and spontaneous interaction. As the committee grows and matures the open area expands in size and this means the members are freer to be more like themselves and perceive others as they really area. The hidden area shrinks as the open area grows larger. Members find it less necessary to hide or deny things they know or feel. In an atmosphere of growing mutual trust there is less need for hiding pertinent thoughts or feelings. It takes longer for the hidden area to reduce in size; the unknown area changes somewhat because of the learning situation members are in; but they can assume that changes occur even more slowly than shifts in the blind area.

The importance of the Johari Window is to advise committee members to become open-minded and to be prepared to be flexible and accept suggestions and views from their colleagues. There are things
Figure 22. Disclosure Model (in Brooks et al.)

Known to self | Not known to self
---|---
Known to others (i) Free area | (ii) Blind area
Not known to others (i) Hidden area | (ii) Unknown area

Disclosure Model

Adapted from Luft and Ingham's Disclosure Model and Used by Brooks and Emmert (1976)
and ideas they might have divergent views; he or she might be right, yet others might disagree with him or her. Each member of a group is advised to accept new ideas, be responsive to change and respect the views of his/her colleagues.

There is the need to remember that healthy interpersonal communication is never conflict-free. Conflict is part of all the relationships we have with other people. It can be constructive or destructive depending on how we manage it (Doolittle, 1977, p. 121).

Conflict typically involves some obstacle to achieving a desired goal; it often arises when someone has a chance to win at the expense of someone else. Competition in a game or a particular job exemplifies this type of conflict. Yet it doesn't take two to quarrel; sometimes we are in conflict with ourselves.

There are numerous sources of internal group conflict. Any perceived changes, ranging from leadership notes will determine if they are handled openly or reduced to the level of hidden agenda. Even the changing nature of a group's membership may introduce conflict. Conflict situations in groups may be classed as two types -- distributive and integrative. A distributive situation is one in which a person can win only at someone's expense. An integrative situation is one in which the members of the group integrate their resources toward a common task, as in working together on a jigsaw puzzle (Cathcart, et al., 1970).

It is important for change agents to take cognizance of conflict
which is necessary and integral part of realistic and effective decision-making or problem-solving process. It is the essence of sound decision-making because disagreement is one of the vehicles for broadening perspectives, discovering alternatives, and stimulating creative interaction among members of a group. The effects of disagreement, however, depend on how it is managed by members. Conflict can be distributive and destructive, or it can be integrative and constructive. When mismanaged, conflict can destroy a group's effectiveness; when handled well, it can greatly increase the quality of a group's work and make members feel proud of their work in the group.

All change agents have to dispel the negative associations of conflict and replace them with more realistic conceptions that make the legitimate distinction between constructive and disruptive conflict. When members of a group see that conflict can be a positive force for discussion, they are better prepared to adopt effective personal attitudes and behaviors in their decision-making process. Further, the differences between distributive and integrative conflict can help them learn how their own behavior contributes to the climate of the group to which they belong.

**Summary**

In the new educational reforms being proposed in Ghana, there will be people having the role of stimulating and co-ordinating
changes at the various levels of the educational system -- they are change agents. They must view change in relation to the particular values, goals and outcomes it is intended to achieve. There is therefore the need for effective interaction among the implementers of the new ideas, the clients of the change and the innovation itself. Change agents should study the four leadership styles -- autocratic, democratic, laissez faire, and situational -- and find out where they belong so that they will modify or adapt them to suit their situational needs; this will help them to become more effective in their interaction among their clients. There are also types of research oriented models in decision making -- decision by consensus, parliamentary procedures, brainstorming, nominal groups and delphi decision making; it is expected that change agents should have a thorough look at them to enable them to share with their clients. It is necessary for effective communication link to be established with the various levels of the proposed educational structure through the formation of small groups and committees among parents, teachers, administrators and students; these people would interact to influence one another. There is therefore the need for feedback, open dialogue and respect of each person's point of view.
Purpose of Evaluation

In order to restructure the Ghanaian educational system, the content of curricula will need to be revised, new textbooks and curriculum guides are to be prepared, inservice courses for teachers will be undertaken. In effect, new changes must be made to improve the quality of instructional services. The major purpose of evaluation is to enable educational planners and decision-makers, teachers and other interested personnel connected with education to find out where the quality of schooling may be improved. Evaluation thus becomes useful to the extent that it promotes changes in educational programming that seek to:

1) facilitate a climate for natural change and growth within the organization;

2) encourage self appraisal and professional development in both academic and non-academic areas; and

3) foster communication among peers and subordinates involving shared problems and the collaborative solution of them hence reducing defensiveness among personnel within various levels of the educational system.
Evaluation will therefore be carried out by people doing their jobs -- by teachers seeking to improve learning in their classrooms, by administrators seeking to make more effective decisions and by program developers seeking to be more certain of the value of their products (Hayman & Napier, 1975).

There are various forms of evaluation -- student evaluation, evaluation of large populations, evaluation of special projects and programs, evaluation of personnel and curriculum or program evaluation. Curriculum evaluation involves the evaluation of any instructional program, or instructional materials and includes evaluation of such factors as instruction strategies, textbooks, audio-visual materials and includes evaluation of such factors as instruction strategies, textbooks, audio-visual materials and physical organizational arrangements. Program evaluation may involve evaluation of a total package or evaluation of one small aspect of a total curriculum, such as the use of films (Gray, 1980). It usually involves both internal and external criteria and comparisons. Internally, it is concerned with whether the process or product achieves its objectives, that is whether evaluation does what it purports to do, as well as with evaluation of objectives themselves. Externally, evaluation is concerned with whether the process or product does what it does better than some other process, or product. One major question with regard to internal evaluation for any system of program evaluation would be to find out to what degree students do
indeed achieve specified objectives. A major question with regard to external evaluation would be to find out how students in one system of a program would compare achievement with students in another system of instruction being taught essentially the same concepts. There is a difference between student evaluation and program evaluation. Student evaluation is concerned with how each student is performing. Curriculum evaluation is concerned with the group, not an individual performance.

Definitions and Models of Evaluation

Evaluation is not a new concept, although to a great number of Ghanaian teachers, it might be. A definition of the word "evaluation" found in one dictionary is: "to determine the worth of; to appraise". Given such an all encompassing focus for the term, it can be argued that evaluation has been with Ghanaian teachers always, and that every one of them in his own way is an evaluator. The teacher who decides to continue using traditional arithmetic workbook in her class, rather than the modern mathematics textbook adopted by the school district has based her decision (choice) on her informal appraisal of the work of two alternative books to her instructional program. Essentially these choices are based on systematic efforts to determine and define criteria and to obtain accurate information about alternatives, in order that the real worth of the alternatives can be determined.

There has emerged different schools of thought dealing with how
evaluation should be defined. With the ascendency of concern with problems of measurement techniques among educators, evaluation came to be defined as roughly synonymous with educational measurement. This definition is evident today in the writings of such measurement specialists as Thorndike and Hage (1969) and Ebel (1965). Concurrently formulization of school and university accreditation procedures led to a different definition of evaluation as synonymous with professional judgment; this view has continued and is evidenced in many current evaluation practices where judgments are based on the opinion of experts.

One of the first definitions of evaluation was proposed by Ralph Tyler (1942) within the context of the Eight Year Study at Ohio University. Evaluation was defined as the process of determining whether the objectives of a program have been achieved -- congruence between performance and objectives. Since then the definitions that have appeared in the evaluation literature have been numerous and diverse. Of these perhaps, one of the most popular definitions are those in which evaluation is viewed "as a process of delineating, obtaining and providing useful information for judging decision alternatives" (Stufflebeam, 1971, p. 36). This definition was an outgrowth of the work of the Phi Delta Kappa National Committee on Education Evaluation (1968-1970).

Stufflebeam's (1967) definition as the process of acquiring and using information for making decisions associated with planning,
programming, implementing and recycling program activities. His model has been called CIPP model after the four stages of evaluation that he describes. In the first stage, Context Evaluation, the goal is to identify and assess needs and to identify problems underlying the needs. The second stage is Input Evaluation in which the evaluator assesses system capabilities, available input strategies and designs for implementing the strategies. In Process Evaluation, the goal is to identify and predict in the process the defects in the design or its implementation. The final stage of evaluation is Product Evaluation in which the goal is to relate outcomes to objectives and to context, input and process information. Each of the four stages of evaluation is related to a decision making process. Context evaluation is useful for deciding upon the setting to be served and the goals to be sought. Input evaluation is used for selecting sources of support, kinds of strategies to be used for problem solution, and procedure design. Process evaluation is useful for implementing and refining the program and of course outcome evaluation is necessary to decide whether to continue, modify or eliminate the program.

As evaluation methodology has developed in recent years, a number of models for dealing with the variables have been developed. Scriven (1967) outlined an important model in which he introduced the terms "formative" and "summative" evaluation. Formative evaluation refers to activities undertaken to develop a program and summative evaluation
refers to the activities designed to assess a program's final outputs. These activities are usually spelled out in actual working situations.

Provus (1969, 1971) outlined a developmental model that is concerned primarily with process. The model emphasizes the need to continuously compare the program as designed with the program as it is occurring in the field. One of the great merits of the Provus "discrepancy" model is that it recognizes the possibility of changing the program design as well as changing the field activities. Four stages of evaluation corresponding to four stages of program development were defined: Definition, Installation, Process and Product. The process of evaluation consists of moving through the four stages and through three major content categories - Inputs, Processes and Outcomes.

The next important evaluation model worth noting was developed by Stake (1967) which was focused on the data of evaluation based on one dimension which separates the data into descriptions and judgments; on the other dimension data are classified as antecedent, transaction and outcomes. Antecedent data are descriptions and judgments collected on conditions prior to the program. Transactions are descriptions and judgments of activities that occur as the program is carried out, and outcome data refer to the results of the program. After classifying the data, Stake showed that evaluation consisted of determining the degree of relationship and agreement among the various classes of the data. This model has made data collection widely cast so as not to
miss any possible variables which might be relevant to the relationship among antecedents, transactions and outcomes.

Another significant contribution to evaluation is the contribution by Cronbach (1963) which stressed the contribution of evaluation towards course improvement. This can be seen in three stages:

1. **Course improvement**: deciding what instructional material and methods are satisfactory and where change is needed.

2. **Decisions about individuals**: identifying the needs of the pupil for the sake of planning his instruction, judging pupils' merit for the purposes of selection and grouping, acquainting the pupil with his own progress and deficiencies.

3. **Administrative regulation**: judging how good the school system is, how good individual teachers are, etc.

   (Cronbach, 1963, p. 67)

Cronbach pointed out that evaluation should not only show what the effects of a curriculum are but also it should show how the effects are achieved. He indicated that global comparative studies were rarely definitive enough to justify the expensive involved and advocated the use of several sources of evidence such as process studies proficiency measures, attitude measures and follow up studies. By using a variety of instruments the unanticipated outcomes of a curriculum can be determined.

One other evaluation methodology is the self-directing professional development evaluation model. It enables teachers to be
able to act as their own evaluation agents. They can give accurate estimates of the quality of their own performance based on evidence they collect themselves (Skager, 1978). In this approach, the teacher becomes the self-directing professional who sets evaluation goals for improvement of his own classroom learning-teaching situation and then plans and implements a systematic procedure for achieving them (Gibbons et al., 1980).

It can be clearly seen that the self-directing evaluation model tends to generate hypotheses about teaching from the experience of teaching and envisages the teacher using evaluation to improve his or her own teaching. It is evaluation carried out by teachers with the aim of improving teaching (Hopkins, 1982).

In the implementation of educational programs in Ghana, it will be appropriate to make self-directing professional evaluation as part of all professional development activities.

**Evaluation Model for Ghana**

In these evaluations methodologies being discussed, one can see that the Tylerian model of evaluation, for example, focuses on the learning process and the sequences of activities necessary for achievement of instructional objectives. The role of an evaluator tends to be formative. A model like that of Stake focuses on the collection of data and using the data to answer and raise questions.
The type developed by Stufflebeam is closely tied to the collection of information to make administrative decisions. Evaluators in Ghana, as change agents, should be exposed to these various models and study their correct usage. They should therefore be eclectic in their approach; that is using a bit of each of these models and adapting them to suit Ghanaian needs. At other times any one of the models can also be used in detail if found desirable. Any of the evaluation model being proposed in Ghana:

should be a process of making meaning out of experience and converting experience into meaningful behavior which will result in better learning programs. The appropriate evaluation plan should provide the right information to the right persons in the right way for them to make the right decisions. (Brandt, 1981, p. v)

It will be appropriate, in the Ghanaian situation, to make use of external evaluators from outside to be either hired or employed by educational authorities or any of the identifiable agencies to visit target schools to perform relevant evaluation exercise. The reason for using an external evaluator is that the "consumers" of the evaluation report must be assured that the evaluation has been done by an independent person and that no "whitewash" or favorably biased report has been written (Soriven, 1967). In addition, teachers should be trained to be equipped with the necessary techniques to make evaluation as part of their classroom curriculum development process.
Components of a Well Planned Evaluation Design

It is important for the people involved in the evaluation of programs to study the various models in detail and apply any or a combination of them in the Ghanaian environment. Any well planned evaluation system will take care of identifying needs and defining the objective, setting out the experimental design, providing the instrumentation and then compiling a report so as to provide the framework for additional curriculum decision making.

Identifying Needs and Defining the Objective

Clearly needs assessment lays the groundwork for planning an evaluation project. A general area of concern will be chosen before the evaluation begins. The evaluator(s) will first establish a rapport among the principal, administrators, parents and students. In conducting a needs assessment the evaluator can use a number of techniques including interviews, questionnaires, case studies and reviews of relative literature and materials already in existence. Through the needs assessment, the general context for the project will be defined. The evaluation will thus provide the framework with which the educational authorities and interested groups can reach a decision on any aspect(s) of curriculum presently in use.
Evaluation Questions

In order to understand instructional effects of application of specific teaching approaches, qualitative as well as quantitative differences in student's learning in response to aspects of instruction must be documented. In the attempt to find the effectiveness of instruction, evaluators should feel free to inject their questions; the answers to these questions will help to find the achievement levels as well as the attitudes of both teachers and students; the process and pay off of a particular program. The evaluator should use the answers derived from the evaluation questions as conceptual organizers in the evaluation study. For every question the evaluator should try to come up with several approaches before choosing the most feasible alternative.

Pilot or Experimental Design

In evaluating two reading programs (for example the Look and Say method and the Phonic methods), two schools can be selected. They should have equivalent antecedent -- any condition existing prior to teaching and learning which may relate to outcomes (Stake, 1967).

This means the pupils in the two schools are similar to begin with; they have the same facilities, teachers with the same qualifications, etc. and using the same textbooks and supplementary readers. The two schools could benefit from the application of Pilot or Experimental Design which refers to the basic structure of a process.
Its purpose is to assist in making valid decisions concerning the effectiveness of an approach and usually involves comparisons between two groups using different approaches. Evaluation of the reading program (chosen as an example) will determine whether students in program one will achieve the same standard as program two. Almost all of the good designs involve a comparison group, a group to compare another group with. This comparison is valid to the degree to which the groups are equivalent to begin with (Gay, 1980). The best way to insure group quality is to take one group randomly selected and randomly divide them in half, each receiving a different treatment. (The evaluator should therefore randomly divide the students in the two schools and randomly assign them into two treatment groups.) To illustrate this point on the teaching of reading, Schools A and B will be divided thus:

<table>
<thead>
<tr>
<th>School A</th>
<th>School B</th>
</tr>
</thead>
<tbody>
<tr>
<td>a - 50% - Look and Say</td>
<td>c - 50% - Look and Say</td>
</tr>
<tr>
<td>b - 50% - Phonic</td>
<td>d - 50% - Phonic</td>
</tr>
</tbody>
</table>

Treatment No. 1 = a + c
Treatment No. 2 = b + d
Instrumentation

Another important design consideration is the method by which data are to be collected. Instrumentation refers to criterion measured -- that is tests by which student performance is to be assessed. Instrumentation should be planned early as part of the evaluation design and should include all relevant student behaviors. It also refers to the devices by which all the necessary data are to be collected. The term also refers to activities by which the instruments are to be administered and by which the data from them are to be translated into the form needed for further analysis. This component suggests a rigor and precise evaluation methodology -- that is not only appropriate but also desirable in educational program evaluations. Evaluation will become a process of applying scientific procedures to collect reliable and valid information to make decisions on educational program (Berk, 1982).

These strategies represent the confluence of developments in measurement theory, research design, applied statistics and behavior science disciplines. The collection of reliable and valid information requiring the use of formal data instruments -- tests, scales, questionnaire, interviews, observation techniques -- that have psychometric properties. The subsequent decisions about the continuance, termination and/or modification of an educational program will be guided by the program effectiveness.
Establishment of Criteria

Evaluation cannot be complete without establishing the criteria. In the example given in the reading program, it will be necessary for the evaluator to take each one program as a referent, comparing one with the other. Criterion referenced judgements will be made by comparing the information with some criterion, that is some description of expected behavior. In establishing his criteria, the evaluator would compare the means of the two programs, using the treatments as found in the two examples given expressing the results in three basic skills in reading -- vocabulary, comprehension and spelling (Figure 23).

In each case, the evaluator will make the analysis of the variance and find out the statistical significance of the difference among the means of which method is the best to be used. The comparison will also help the evaluator to find out the interaction amongst the treatments -- to determine which method achieve better results. Another criterion is for the evaluator to use a cut off point raw score of 60 marks (average) and pre-determining that a program which achieves 10 marks less than the standard will be discarded.
Figure 23. Basic Scores in Reading

<table>
<thead>
<tr>
<th>Treatments</th>
<th>Vocabulary Skills</th>
<th>Comprehension Skills</th>
<th>Spelling Skills</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Program 1</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Program 2</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Totals</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Personnel and Budget Needs

An integral part of planning any evaluation is identifying the tasks that must be performed, specifying the types of expertise that will be needed to perform them, outlining resulting personnel requirements and designating the resources needed to implement the evaluation design. Cost will include personnel salaries, development of instruments, programming and (operation of computers if any), communications, travel, and preparation of reports. To be complete the evaluation design must include a budget and should have a schedule of expenditures so that the evaluator can periodically check on the extent to which he is overrunning or underrunning the budget (Napier & Hayman, 1975).

Evaluation Report

It is necessary to produce a good evaluation report; this should provide all the necessary information needed by those whom the report is intended and it should be clear, and easy to understand. The report should serve as a guideline to the school board, schools, interested bodies and individuals responsible in the decision making process in curriculum. It is worth noting that the ultimate aim of such an evaluation exercise will be useful to classroom teachers for the improvement of instructional services.
Summary

Evaluation is the process by which program effectiveness is assessed and compared. It involves the collection, analysis, and implementation of data, bearing in mind the achievements of program goals. There should be a continuous program of evaluation in which the various components of curriculum are considered as a necessary part of curriculum development process. This continuous evaluation can best take place within a classroom setting and it can be considered presumptuous to assume that evaluation has taken place when only one aspect, i.e. student achievement is measured. Evaluation of curriculum must consider in addition to student achievement, the process of goals selection, the interaction among curriculum components, the utility of instructional content in promoting interaction and the contributions of the total program of educational goals. Evaluation becomes an integral part of curriculum development and of total educational process.
CONCLUSION -- DISCUSSION OF ISSUES AND RECOMMENDATIONS

Summary

In the discussion so far, an attempt has been made to provide conceptualizations for several components of a model of an educational system which the GNAT, in co-operation with educational authorities and interested agencies -- "stakeholders" -- will play a major role in defining educational policy and its precise objectives through the concept of citizens' participation in decision making in education in Ghana, with emphasis on the provision of equal access of opportunities of education to all Ghanaian children. The study has provided a framework of a four-tier educational structure consisting of free basic compulsory education, second level secondary technical education, tertiary university-college education, and non formal continuing education. The new educational reforms aims at serving the needs of individuals -- the society in which they live and their country as a whole. It is expected that as a result of the new educational system, school leavers would acquire worthwhile knowledge and understanding, practical and occupational skills as well as motivation for lifelong education to enable the products of the schooling system to become either employable or self employable and make them useful productive citizens in the changing Ghanaian society.
Discussion of Issues and Recommendations

It might be appropriate, as a result of this study, to analyze major issues and accordingly make relevant recommendations for the consideration of teachers and their organization, educational administrators, curriculum planners, researchers as well as interested agencies and individuals in their attempt to have a look at the conceptual analysis developed in this study.

Inservce Education

It can be realized in this analysis that implementation of educational programs cannot be effective if there are no qualified and competent teachers to carry them out. It is therefore necessary for educational authorities in consultation with GNAT and interested agencies, including the universities and the NTTC, to promote the establishment of a wide system of inservice education network for all categories of teachers in Ghana. Courses should be designed to encourage teachers to improve upon their qualifications, to alter or enlarge the scope of their work or seek promotion and keep them up to date with their subjects and fields of education as regards both content and method. It is recommended that the GES, in co-operation with GNAT and identifiable agencies to

a) institute inservice committees at national, regional, district, local and school levels;
b) introduce credit and correspondence courses as part of teacher educational programs;

c) establish teachers' resources centers and appoint professional development associates, consultants and co-ordinators to assist in running of professional development and inservice programs;

d) take appropriate measures to make books and other educational materials available to teachers to improve upon their general education and qualifications. In this connection, it will be necessary to train teacher writers in the production of such books and other educational materials.

It is also significant that teacher training colleges should be provided with sufficient funds to expand and admit many more students so that 41,000 pupil teachers will have the chance to be trained and eventually become professional teachers.

Teacher Association

The research study indicates that it should be the concern of teachers and their organization in Ghana to have realistic appraisal of the operations and activities of their association. GNAT should also seriously ponder over some of the problems facing education and the teaching profession posed in this essay. Concrete measures should
be found to improve the quality of education thereby providing for the continued intellectual, physical, social and emotional growth and development of their students. It is recommended for the consideration of GNAT to establish a research and professional development department and appoint committees at local, district, regional and national levels. This will enable teachers to be involved in research, curriculum and professional development issues on their own initiative. GNAT should help to prepare the many unqualified teachers through "pupil teacher preparation classes" so as to enable all teachers in Ghana to attain professional status.

Training the Trainer

In introducing the new educational reforms, the major problem faced in the implementation is producing the necessary changes in teacher attitude and competence. Some people argue that teachers tend to teach the way they were taught unless some positive action is taken to break that cycle. The best place to break the cycle is to organize an inservice training program for all trainers of teachers -- training college tutors, university lecturers, GNAT officials, administrators, and all those to be appointed as change agents before it is extended to the teachers in the classrooms or at course centers. Education is not static and everybody in the educational enterprise should be responsive to change.
The School Curriculum

It has been stated that children should be exposed to balanced curricula -- academic and practical curricula -- in order to give perspective to what they do, provide meaning, knowledge and real understanding and encounter with values and thus help to make children more rational to ensure their overall round development. The idea of community education has been stressed as a means of involving the local communities in the development of school programs. It has also been stressed that agriculture and manual work should be part of the school curricula -- that is stock raising, animal husbandry, crop production, fishing, weeding of school field, cleaning of school compounds, etc. should be undertaken by educational institutions. It is recommended for the consideration of teachers, parents, and educational authorities that the current practice of using manual work and working in the school farm or garden as a form of punishment in schools should be discontinued in order to accord such activities with dignity and respect by students.

Ghanaian Language

It can be seen that language is a vehicle by which people interpret their culture and their way of life. The need to place emphasis in using Ghanaian languages as an effective tool of educating children has been discussed in the essay. It is recommended that
GNAT, in co-operation with Bureau of Ghanaian Languages, the Arts Council of Ghana, the universities and other interested bodies should intensify research efforts in the teaching of Ghanaian languages and to make sure that such research findings are available to teachers and educators. It is further recommended that the present policy be amended so that the local languages spoken in a regional area should be used as a medium of instruction at the elementary grade levels for all children. At other levels of education where English becomes the medium of instruction, one Ghanaian language should also be made a compulsory subject. In the teaching of these languages, teachers should not neglect the teaching of the cultures that go along with them. As a matter of priority, efforts should be made to produce books and other teaching and learning materials in Ghanaian languages in addition to those already produced in English.

**Financing Education**

It is to be noted that laudable educational objectives can be hampered due to lack of financial support on the part of the government. By this it is meant that the achievement of the aims and objectives of education largely depends on the financial means made available to it. It is thus recommended for the consideration of the government to give high priority within the national budget an adequate proportion of the national income for the development of education at the basic, second cycle and tertiary levels of the
educational system. There might be the need for the government to consider introducing an educational tax on "luxury goods" like tobacco and liquor with the sole aim of creating a national fund for education to make it possible in obtaining adequate funds to rehabilitate schools and also purchase new equipment and materials to be used in educational institutions for the successful implementation of the proposed educational reforms.

**Boarding School System**

One other issue worthy of consideration is the heavy expenditure being incurred on subsidies to feed boarders in the present educational system, who are less than 20% of the school population, who pass the common entrance examination to enter secondary-technical schools. When one examines the heavy expenditure on providing subsidy to few students, the majority of whom come from wealthy homes, it can be concluded that the present system discriminates against day students who come from poor homes. If government is in a position to provide subsidy it should go to all students. But the country is in economic crisis making it impossible for the government to let every student enjoy such a privilege. In an attempt to search for a new educational system there is a need for the development of a long term educational plan within the state so as to build community day comprehensive schools within reach of most students. It will be appropriate for the government to withdraw subsidies on feeding
students in boarding institutions, including universities, and use the savings accruing from the subsidies to develop and equip existing schools which lack educational materials and books; new schools should be built at "catchment areas" to make it possible for all children to have access to formal education. Where it becomes imperative to run a boarding school, parents should be fully made responsible for the cost of board and lodging for their wards.

A New Education Act

As a result of this research study, it is envisaged that the contents of the essay will be presented by the author (as a change agent) to the National Council of GNAT for adoption. After that the GNAT will organize a workshop for the various interested agencies for general discussion, revision or modification where necessary. The final draft will be submitted to the committee appointed by the government to collect views from the general public to restructure the educational system for their consideration and adoption. Resulting from this, it is expected that the government would come out with a new education act. This would make it possible for the proposals of a new educational system to have a legal backing with emphasis on the provision of equal access and adequate opportunities for all Ghanaian children to enter educational institutions. The proposed education act, which could be effectively carried out within ten years, should make provision for the following:
a) Access to free compulsory basic education;
b) Access to secondary-technical and tertiary education;
c) Access to non-formal lifelong continuing education;
d) rehabilitation and settlement of disabled children.

The proposed educational act should make provision for a decentralized administrative organization. This structure would reflect sound and efficient administration ensuring the maintenance of government business transacting at the national, regional, and district levels. The focus should be the establishment of district educational authorities with elected or appointed school boards to perform administrative and some management functions to be supported by citizens advisory committees throughout the country. It is also recommended that the new educational act should recognize the roles GNAT and other interested bodies should play as proposed in the project. To make this possible, the act should provide a clause in which the GNAT -- a representative body of all categories of teachers in Ghana including heads of educational institutions -- can negotiate on behalf of the members on:

a) the establishment and monitoring of certification requirements;
b) the terms and conditions of service;
c) classroom learning conditions;
d) the provision of congenial environment for learning and
teaching; and

e) representation by GNAT and interested bodies on various national, regional and district committees seeking the interest of students, teachers, parents and the general community in educational matters.

Conclusion

In conclusion, I would like to submit that teachers and their organization should reaffirm their commitment to pursue with renewed vigor the ideal of a public school system in which well-prepared teachers will be able to respond with sensitivity and effectiveness to the diverse needs of all children, so as to prepare them for productive participation in the collective task of improving the quality of human life.

The task of education is no less than to assist the growth of the young people -- all young people -- towards the capability of making and implementing wise choices, in their own interest and in the interest of the general good of the community. (Church, 1983, p. ii)

It is necessary for all those to be involved in the proposed changes in education in Ghana to share the belief that the world of education is a pluralistic one. A world where children and adults should have a variety of eclectic alternatives to stimulate growth and nurture both their unique potential and their capacity to make sense in usage of
the new ideas proposed in the new educational reforms. All those involved in the process of these reforms should have:

the longing to know and understand, the tendency to question, the search for data, and meaning, the demand for verification, the respect for logic, and consideration for results. (Russel, 1970, in Asiedu Akrofi, 1978, p. 99)
APPENDIX A

The Structure of the Ghana Education Service in the Ministry of Education Set-Up

Ministry of Education

- Various bodies operating under the Ministry of Education as quasi-autonomous bodies

Bureau of Ghana Languages (BGL)  
Ghana Library Board (GLB)  
Ghana Education Service (GES)  
Institute of Languages (IL)  
Ghana Book Development Council (GBDC)

Ghana Education Service Council (GESS)

- Governing Council made up of 11 members appointed by the government

- The Chief Executive of the service appointed by the government

Director General (DG)

- Two deputies appointed by the government

Deputy Director General A  
Deputy Director General B

Director Planning  
Director Budget  
Director Supply & Services  
Director Curriculum Dev. Div. (CRDD)  
Director Administration & Manpower  
Director Inspectorate  
Director Basic Education  
Director Secondary Education  
Director Teacher Education  
Director Technical Education

9 Regional Offices

Over 65 Districts

Schools and Colleges
APPENDIX B

The diagram below illustrates the in-service committee and the role of the identifiable groups.

**Definition of Roles**

- **GNAT**
  - promotion courses
  - book development project

- **GEO**
  - introducing teachers to new programs

- **IN-SERVICE COMMITTEE**
  - clearing and co-ordinating house
  - meetings
  - training workshops

- **NTTC**
  - revision courses
  - courses on new curricula

- **British Council**
  - English as a second language

- **Subject associations**
  - courses on various disciplines

- **Universities credit and extension courses**

- **Parents and other bodies**
Assembled in this City of Philadelphia, which was founded on the premise that the cultivation of the free human spirit is a universal right, and whose proud symbol is the Liberty Bell, we affirm our conviction that universal public education is the most powerful means yet devised for promoting and securing the liberty of individuals and of nations.

We believe that it is through universal public education that the way must be found to liberate people from the burdens of disadvantage, handicap, ignorance, prejudice, and misunderstanding, and to liberate the potential that is in every human being to contribute to the building of a just and prosperous community. We declare that the right of free and equal access to an appropriate and effective program of education, in conditions which maximize the possibility of successful preparation for life and work, is fundamental in a free society.

The delicate and primary relationship between student and teacher must be buttressed by the effective preparation of those who propose to teach and by the lifelong process of the continuing education of those who do teach.

In these processes, teachers and their organizations must play a formal role in the planning, development, and evaluation of teacher education programs. Pre-service programs must be designed on the assumption that teacher education is continuous throughout the teacher's career; teacher education institutions must re-orient their programs to accommodate increased emphasis on continuing education; and ample provision must be made for continuing education as an integral part of the teacher's career.

Considering the many and increasing demands placed upon the public school system by society, we must affirm the necessity of ensuring that the concept of teacher competence rests firmly upon a realistic assessment of the learning needs of children, of the feasibility of response to those needs, and of the nature of the basic skills that must be possessed by those who enter the world of adult life and to work in the coming decades. We must reject all pressures to assess teacher competence on the basis of artificial and irrelevant criteria. To be deflected from these principles is to retreat from our obligations to the boys and girls in our care and to the society in
which they must become competent and responsible adults.

In any open society, the true test of sincerity in the expression of a commitment is the willingness to provide the material resources necessary for its fulfilment. We believe that all social and economic development starts with the education of people, and that a society which balks at the price of maintaining the universal availability of appropriate educational services is renouncing its hopes for a free, prosperous and democratic future. We therefore affirm the absolute necessity for adequate funding of a public school system strong enough to be an effective force in the pursuit of freedom, prosperity, and democracy.

It is the function of governments in a just society to be the guardians of the rights of the under-privileged, the advocates of those who lack the power to promote their interests and to speak for their rights. It is the moral obligation of the keepers of the public purse to secure and distribute the funds necessary to ensure the maximum of equity and equality in the provision of educational services.

We deplore the present trend of governments to retreat from these responsibilities, and cannot but see in this a retreat from commitment to the democratic ideal which all profess to revere. To cut the public budget for support of the public school system which is committed to doing the best it can for all children, whatever their origin, whatever their difficulties, or whatever their initial handicap, is an unacceptable denial of responsibility. Transfer of funds into private hands, at the expense of the public school system, is a total surrender of responsibility for equity and justice, and makes nonsense of any claim to belief in equality.

We call on governments and elected representatives at all levels to rise above short-term political considerations in the present crises; to accept the responsibility of interpreting to the electorate the nature of the educational needs of our time; and to use their best efforts to ensure the maintenance of adequate funding and the survival, with increasing effectiveness, of the public school system. For it is that system which embodies our historic commitment to democracy and our best hope for future prosperity and the improvement of the quality of life. These are not new goals but they do require strong, renewed commitments.

Considering the foregoing, representatives of the National Education Association of the United States (representing some 1.7 million United States teachers), and the World Confederation of Organizations of 220,000 Canadian teachers), and the World Confederation of Organizations of the Teaching Profession (representing some five
million teachers from teacher organizations around the world) meeting on May 15-17, 1981, in Philadelphia, Pennsylvania, reaffirm their commitment to pursue with renewed vigour the ideal of a public school system in which well-prepared teachers will be able to respond with sensitivity and effectiveness to the diverse needs of all children, to prepare them for the competent management of their own lives as adults and to equip them for productive participation in the collective task of improving the quality of human life.

The task of education is no less than to assist the growth of young people -- all young people -- towards the capability of making and implementing wise choices, in their own interest and in the interest of the general good of humanity. On the success of that undertaking rests all our hope of eventually building a world in which all doors will be open to all without discrimination or elitist restraint, and in which no person will be the victim of repression or unfair preference -- the world in which William Penn and his peers, and the later authors of the Declaration of Independence, believed so ardently. It is a task of the utmost importance, and one for which we must not hesitate to seek, with all the energy that we can command, the maximum effort of investment of the resources of society.
APPENDIX D

Notes on Parliamentary Procedure

When there is a meeting one of the members might give a statement and a second member may support him. In parliamentary terminology, the first statement is called a main motion. It, therefore, means that unless there are two people interested in an idea there is little value in taking time of the group or meeting to debate it; thus the reason for the seconder to support the motion. Because there is a motion, it is subject to a debate or discussion. The main motion is adopted by a unanimous vote if most of the members agree, then it is adopted by a majority vote. On the other hand if the majority of the members become disinterested in the idea and start doing something else then the main motion has failed. In parliamentary procedure, a member makes a main motion; that is he puts an idea on the floor. The motion has to be seconded, then stated by the chairperson. After that the motion becomes the property of the house or meeting or assembly or small group and no longer belongs to the person who makes the motion (Gordon, 1978).

The point that needs to be considered in parliamentary procedure is that it provides order at a meeting and thus gets something worthwhile to be accomplished at any one time; this is termed immediately pending motion. At one particular time, however, there can be the main motion, the amendment, and the amendment to the amendment. Unless a member makes a motion to close debate and this motion is adopted by a two-thirds majority vote; each of these three motions will continue to be debated but they will be debated one at a time. The motion that can be debated is the amendment to amend. After this motion is voted on, whether it passes or fails, the next motion to be debated and voted on will be the motion to amend. After the motion is voted on, pass or fail, the next motion to be debated and voted on will be the main motion.

After the first item on the agenda has been dealt with, other items might follow. There is the need at the beginning of the meeting for the members to agree on an agenda. The decision making is based on the rules of order; that is there is an order in which motions can be made. In order that parliamentary procedure could be effectively followed there should be a good chairperson; he must assume that the group or committee he is the chairperson for belongs to the people; he should therefore not run the show alone.
APPENDIX E

The Process of Decision-Making by Consensus

The process of learning how to make decisions and of learning to live with the consequences of those decisions. This will be represented by this model.

| The intellectual processes which are involved in decision-making | The process of decision making | The results of the decision in traditional African societies pronounced by the chief or leader |
| - recalling | - problem clearly defined | |
| - observing | - alternatives stated with advantages and disadvantages of each | |
| - comparing and contrasting | | |
| - classifying | | |
| - interpreting | | |
| - generalizing | | |
| - predicting | | |
| - hypothesizing | | |
| - analyzing | | |
| - synthesizing | | |
| - evaluation | | |
| - various committees in the system | | |

Those involved:
- pupils
- teachers
- pupils and teachers leader of the chief

Each brings a different quality and amount of expertise to the process

A decision is reached-- hopefully collegially or by consensus
a) **Group structure:** In general, the term "group structure" refers to the "pattern of relationship among the differentiated parts of the group" (Shaw, 1958, p. 234). Because of individual differences in group participation, members become differentiated along a number of dimensions, including the amount of direction of communication, the degree of influence and control, the performance of specific roles, and the executive of leadership. Each of these areas is utilized in examining the nature and effects of group structure (Sept, 1981).

b) **Norms and boundaries:** Over time, a group or committee tends to develop a life history and culture of its own. Concurrently, the group members tend either to develop roughly the same attitudes and values or may find it difficult to be with the group. The similarity in attitudes and values is called a norm or standard, against which the appropriateness of the members can be judged. Groups are often viewed as microcosms of larger social systems and this subject to many of the same forces and dynamics (Slater, 1966). One aspect of this view is the notion that groups develop their own indigenous normative system as a basis for co-operative interaction. In the same way behavioral expectations and limits to acceptable behavior are maintained in society as a whole; groups develop and maintain their own structural standards and boundaries for appropriate action, and often enforce these through pressures toward conformity (Sept, 1981).

c) **Group climate and cohesion:** It is indeed necessary to note that cohesion simply means solidarity. The more cohesive the group or committee, the more likely it is to have common values, attitudes and standards of behavior. Solidarity or cohesion is also affected by the homogeneity of the group. If the group members have widely differing values or status, they will find it difficult to become a cohesive unit (Huse, 1977). Bion (1961) identifies three reactions in problem decision-making which are useful in characterizing
group climate. A flight response refers to withdrawal or avoidance of issues; fight refers to an aggressive challenging response; and pairing refers to the seeking of support and comfort in more or less intimate subgroups (Sept, 1981).
APPENDIX G

Meanings of Abbreviations

ABCSS: Association of British Columbia School Superintendents
ATA: Alberta Teachers Association
B.C.: British Columbia
BCTF: British Columbia Teachers' Federation
CPP: Convention Peoples' Party
CTF: Canadian Teachers' Federation
GCTU: Gold Coast Teachers Union
GES: Ghana Education Service
GNAT: Ghana National Association of Teachers
IE: Institute of Education
IEPA: Institute of Educational Planning and Public Administration
NCCSA: National Consultative Council of Subject Associations
NEA: National Educational Association
NTTC: National Teacher Training Council
PD: Professional Development
PTA: Parents-Teacher Association
RPDD: Research and Professional Development Department
SA: Subject Association
TDC: Town Development Committee
TUC: Trade Union Congress
UCC: University of Cape Coast
UNESCO: United Nations Educational Scientific and Cultural Organization

UST: University of Science and Technology

VDC: Village Development Committee

WAEC: West African Examinations Council

WCOTP: World Confederation of the Organizations of the Teaching Profession
LIST OF REFERENCES


