

AKENTEN APPIAH-MENKA UNIVERSITY OF SKILLS TRAINING AND  
ENTREPRENEURIAL DEVELOPMENT-KUMASI

MANAGERIAL EXPERIENCES IN SENIOR HIGH SCHOOL HEADS IN THE  
IMPLEMENTATION OF FREE SENIOR HIGH SCHOOL POLICY IN THE  
KWABRE EAST MUNICIPALITY OF THE ASHANTI REGION, GHANA

LINDA NKRUMAH BOATENG

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Education and Communication Sciences, submitted to the School of Graduate  
Studies, Akonten Appiah-Menka University of Skills Training and  
Entrepreneurial Development-Kumasi, in partial fulfilment for the award of  
Master of Philosophy (Educational Leadership) degree**

MARCH, 2023

## **DECLARATION**

### **STUDENT'S DECLARATION**

I, Linda Nkrumah Boateng declare that this thesis, with exception of quotations and references contained in published works, which have all been identified and duly acknowledge, is entirely my original work, and it has been submitted, either in part or whole, for another degree elsewhere.

SIGNATURE: .....

DATE: .....

### **SUPERVISOR'S DECLARATION**

I hereby declare that the preparation and presentation of this work were supervised under the guidelines for supervision of theses as laid down by Akenten Appiah-Menka University of Skills Training and Entrepreneurial Development-Kumasi.

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## **DEDICATION**

To my lovely children Yaa Afriyie Owusu, Kwabena Owusu Afriyie, Abena

Adoma Afriyie and Kwaku Wireko Afriyie

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## **ABSTRACT**

The study aim is to investigate the managerial experiences in senior high schools heads in implementing the free senior high school policy in the Kwabre East Municipality. Objectives of the study included investigating the benefits of the policy implementation from the heads perspective, establishing factors militating against the effective policy implementation and identifying strategies to manage these factors to improve the policy implementation. A case study design using the qualitative approach was adopted. The accessible population used for this study were 6 heads and 18 assistant heads in the six public senior high schools. Census sampling technique was used to select the 24 respondents. Interview guide was used. Data were analysed and the results presented. The study revealed that the free senior high school policy increased teacher recruitments and student enrolments. Inadequate infrastructure and delay in the release of funds were some of the challenges that the study found. It is recommended based on the findings that the Kwabre East Municipal Directorate of Education and heads should strengthen and sustain the free senior high school through ensuring the provision of adequate financial resources for effective and sustainable implementation of the free senior high school policy since it was found to have various benefits on students, parents and the society at large. The heads should adopt their own localised strategies that could be used to mitigate factors that militate against effective implementation of the policy in the Municipality as revealed by the study and recommendations for further study.

## **CHAPTER ONE**

### **INTRODUCTION**

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

The Government of Ghana in 2017 introduced the Free Senior High School policy (Asumadu, 2019). The implementation of the free SHS programme was intended to boost enrolment as well as reduce the financial strain that parents face due to school fees and other responsibilities that prevent their children from attending SHS.

Children are the future of every country as they become the country's benefits. Along these lines, it has become a mutual commitment to prepare children for the future in terms of work and the development of the country (Hafiar & Harding, 2017). One of the most significant is the improvement of the student's character, the formation of aptitudes and skills to prepare them for work and the future of the country (Frolov, 2016). Secondary school education as indicated by the National Policy on training is the education children get after primary school and before tertiary stage equipped towards helpful living within the general public and advanced education (Ogechukwu, 2019; Peligah, 2016).

In Ghana, Senior High School (SHS) is the next cycle of education level for students who move on from Junior High School (Salifu & Ayamba, 2018). Heads and school teachers at the Senior High Schools in the Kwabre East Municipality are required to satisfy different roles, for example, being pioneers, chairmen and managers, researchers, scientists and students and community individuals, residents and ministers (Horn, 2008).

Chapter Six of Ghana's 1992 Constitution, under the Directive Principles of State Policy, requires the Ghana government to offer quality education for all citizens

within school-going age. It was obvious that, Article 38 Clause 2 of the 1992 Constitution specifies that, Government shall, within 2 years after Parliamentary first meeting after the coming into force of the constitution, develop a programme for implementation within the following ten years, for the provision of free, compulsory and universal basic education. The Basic Education, as mentioned in the Constitution, involves public Primary and Junior High Schools across Ghana. At the Senior High School (SHS) level, Article 38 Clause 3 of the 1992 constitution states that Government shall, subject to the availability and accessibility of the required resources, provide equal and balanced access to SHS and other suitable pre-university education, equal access to university or comparable education, with much emphasis on science and technology. This is an indication that education is very significant to the development of Ghana.

The Government of Ghana in 2001 announced subventions at the Senior High School level which was intended to ease the financial burden on parents and guardians of students (Asumadu, 2019). Since then, there has been a constant and rigorous debate in the Ghanaian political ring on the free senior high school education policy in Ghana. While some politician and a section of Ghanaians see this policy as a ridiculous and inconceivable, other section of the Ghanaian population consider it as a poverty relief alternative and a solution to provide the required breed of youths with the necessary skills and knowledge needed for the economic progress of Ghana. The debates that follow pinpoint some specific areas of opportunities, and proposed some choices that could influence the sustainability and implementation of the policy.

Ghana is the only country in West Africa sub-region that has implemented and executed the Free Senior High School education (FSHSE) (Asumadu, 2019). Before the introduction of the Free SHS programme across Ghana in 2017, the National

Democratic Congress (NDC) has initiated limited form of FSHSE after it was launched at Ekumfi Otum by funding the examination and curricular fees of 320,488 non-boarding students in all the public SHS schools across the nation (MoF, 2016). The narrative of the free SHS education changed, when the New Patriotic Party (NPP) Government came into power in 2017. Subsequently, the notion of rolling out the free basic education took the centre stage during the 2016 election campaign. The NPP government have not committed themselves to see the free SHS policy implemented in their first year in office had no option, but to ensure it fulfils that promise. This led to a full roll out of the implementation of the Free SHS policy in the 2017/2018 academic year.

The government of Ghana in 2017 presented free SHS programme with the goal to inject monetary requirements of any sort in the achievement of secondary education in Ghana (Asamoah, 2019).

The free SHS programme which was intended to boost enrolment as well as reduce the financial strain that parents face due to school fees and other responsibilities that prevent access to SHS education was covered on radio and television, workshops were held to educate the public. In order to make secondary education the fundamental and basic form of education in Ghana, the government introduced the free SHS concept. During the programme implementation, it was intended to increase access to and the value of all secondary education in government institutions.

Nana Akufo-Addo the current president of the republic of Ghana explained during one of his tours of the Western Region that the expense of giving free secondary school education would be less expensive than the option of an uneducated and unskilled workforce (Salifu & Ayamba, 2018). The free Senior High School

programme, as an activity of the New Patriotic Party (NPP) under the administration, was implemented in the 2017/18 academic year for all new Junior High School graduates to be enrolled in Senior High Schools across the nation.

After a year of the policy implementation, there were speculations that few difficulties impede the policy and its adequacy manageability has become the issue of public discussion.

The free SHS policy is considered as one of paramount collective and economic intervention policies instituted by government that affect not only parents and their wards in terms of secondary school education but also the school. This realization is reached on the backdrop of the policy's role in helping or softening the economic hardship and the financial burden on parents (Salifu & Ayamba, 2018).

The implementation of free senior high school policy in Ghana has brought about an increase in students' enrolment. Heads of senior high school form key fundamental grassroots stakeholders as managers when it comes to the implementation of the Free Senior High School programme introduced in the country by the Ghana government. The implementation of free senior high school appears to have brought about increase in the role of heads of senior high school. The success of the policy has a lot to do with these stakeholders. It is against this background that the study sought to investigate managerial experiences of heads of senior high school in the implementation of the free Senior High School policy in the Kwabre East Municipality in the Ashanti Region of Ghana.

## **1.2 Statement of the Problem**

The implementation of the Free SHS policy has offered many opportunities to all Ghanaian Pupils/Students after successful completion of Basic Education to Senior High school education in Ghana (Asumadu, 2019). Despite the benefits associated

with the Free SHS policy, such as, increase in the number of enrolments and improving access to SHS education, there have been constant reports of concerns threatening the implementation of the Free SHS policy. Heads of senior high school perhaps work under pressure and are unable to solve issues confronting them (Asumadu, 2019).

An interaction with some of the heads of senior high school in the study area seems to reveal that the main issue currently facing heads of senior high school of senior high schools is how to implement the free senior high school policy effectively.

Literature searched revealed that heads of senior high schools in Ghana have a lot of experiences in the implementation of the free senior high school policy. According to Asumadu (2019), the implementation of free senior high school in Ghana has increased students' enrolment, brought about a huge burden on school facilities and increased the duties of heads of senior high school. Chanimbe's (2019) study finding also indicated that the implementation of the free senior high school policy helps in relieving parents of other financial obligations as a result of government absorbing all financial obligations in senior high school education. Also, heads at the Senior High Schools in Ghana are required to satisfy different roles, including being pioneers, chairmen and managers, researchers, scientists and students and community individuals, residents and ministers (Horn, 2008).

The question that arises is that; what are the managerial experiences of senior high school heads in the implementation of the free Senior High School policy? Out of these four questions were posed to guide the process of data collection. These have motivated the researcher to investigate managerial experiences of heads of senior high school in the implementation of the free Senior High School policy in the Kwabre East Municipality in the Ashanti Region of Ghana.

### **1.3 Purpose of the study**

The purpose of the study was to investigate the managerial experiences of heads of senior high school in the implementation of the free senior high school policy in the senior high schools in the Kwabre East Municipality of the Ashanti Region of Ghana.

### **1.4 Objectives of the study**

In order to achieve the aim of the study, a number of objectives were formulated and they are as follows:

1. Examine heads of senior high school views on the effectiveness of the implementation of the Free Senior High School policy.
2. Investigative the intended benefits of the implementation of the Free Senior High school policy from the heads of senior high school perspective.
3. Analyse heads of senior high school experiences on the factors militating against effective implementation of the Free Senior High School policy.
4. Identify strategies to manage the factors militating against the effective implementation of the Free Senior High School policy.

### **1.5 Research Questions**

1. What are heads of senior high school views on the effectiveness of free senior high school?
2. What are the intended benefits of the implementation of the free senior high school policy?
3. What are heads of senior high school views on the factors militating against effective implementation of the Free Senior High School policy at Kwabre East Municipality?

4. What strategies can be employed to manage the militating factors against effective implementation of the Free Senior High School policy?

### **1.6 Significance of the study**

There are lots of benefits of this study to offer the heads of senior high school, the Ghana Education Service and the Ministry of Education in general. Few of the benefits are discussed in this section.

The study would be useful to the Municipal Education Directorate and other stakeholders in education to institute measures to address the factors that affect the effective implementation of the Free Senior High School policy. The findings of the study would add to the existing literature on managerial experiences in the implementation of Free Senior High School policy. The study will also serve as reference material for future researchers on the implementation of the Free Senior High School policy.

The findings of the study will further reveal the effects of the implementation of the Free Senior High School policy with regard to enrolment, attendance and poverty reduction on the part of parents since the policy implementation.

### **1.7 Delimitation of the Study**

Kwabre East Municipality of Ashanti Region was chosen as the case study area. All senior high schools, namely Simms SHS, Kofi Agyei SHS, Gyaama Pensa Senior High Technical School (SHTS), Adventist Girls SHS, Antoa SHS and Adanwomase SHS in the Kwabre East Municipality of the Ashanti Region in Ghana were selected for this study due to proximity and accessibility. The study focused on the managerial experiences of heads of senior high school in implementation of the Free Senior High School policy at the senior high schools in the Kwabre East Municipality. The heads of senior high school and assistant heads of senior high

school of all the six senior high schools were selected for this study as they were the focus of the study. The interviews designed for the study sought to collect data on heads of senior high school' experiences on the intended benefits of the implementation of the Free Senior High school policy, the effectiveness of the policy, the factors militating against the policy and the strategies to manage the militating factors for successful implementation of the policy at the Municipality level are considered in this study.

### **1.8 Limitations of the Study**

There were a number of constraints including time and finance and the use of interviews only. The study was therefore limited to a smaller sample. Some of respondents were reluctant to say what is actually happening on the ground since most of them were of the view that their responses may be published and may face the consequences. The researcher educated the respondent that whatever they will say will be kept secret and will be used for educational purpose.

### **1.9 Organisation of the Study**

The study is organised into six chapters. Chapter one deals with the introduction of the study. It discusses the background of the study, statement of the problem, purpose and objectives of the study, research questions, and significance of the study, limitations and delimitation of the study. Chapter two presents review of literature on works done by other researchers on issues relating to the study topic. Chapter three presents the methodology of the study. It discusses the research design, population, sample and sampling technique, data collection methodology, validity and reliability of the methodology used, data collection procedure, pilot test, data analysis plan and ethical consideration. Chapter four presents analysis of study results. Chapter

five presents results and discussion of the study. It discusses the demographic characteristics of respondents, educational qualification and level of education of respondents and the analysis of the respondents' response to the interview guide. Chapter six also deals with the summary of the study. It discusses the summary and the key study findings, conclusion and recommendations further studies.

## **CHAPTER TWO**

### **LITERATURE REVIEW**

#### **2.1 Introduction**

This chapter discuss the review of relevant literature for this study under the following: Free senior high school policy, educational change, educational reforms, educational policies implementation, Managerial experience concept of community participation, educational decentralization and management, empirical review and conceptual framework.

#### **2.2 Free Senior High School Policy**

The NPP Government, from 2017 to 2022, executed the free education for every single Ghanaian child up to Senior High School level, and improved the quality of education at the primary and senior high school levels. During the 2012 and 2016 political, education was one of the main key policies of the New Patriotic Party (NPP). The free senior high school policy made vocational, agricultural and specialised schools accessible for all Ghanaian children (Salifu & Ayamba, 2018).

The free senior high school policy of the New Patriot Party (NPP) government was actualised and brought about public discussion on its success. Under the free senior high school policy, government required to foot all bills, including feeding, costs of tuition and others, of first-year students in the 2017/2018 academic year. This implies that payment of expenses was expelled from guardians (Salifu & Ayamba, 2018).

Also, government was required to recruit additional teachers and build or expand infrastructures at various secondary schools as a result of the increased in students enrolment (Asumadu, 2019). The implementation of the free senior high school policy again brought about equal access to senior high school education and

also relieved parents of other financial obligations for the education of their children (Asumadu, 2019).

### **2.3 Theory of Educational Change**

In order to catch the commitments of stakeholders, in keeping with this educational change, the theory of educational change undergirds this study. Educational change is classified as government's reform investments to improve the system (Fullan & Hargreaves, 2013) and relevantly, the researcher allude to the free SHS policy as an educational change. The theory indicates that a reform is perplexing and diverted by difficulties (Fullan, 2014). Fullan's form of this theory requires three degrees of education system: the Schools, the Municipality, and the State, which are essential for affecting the change, while upholding for a collaboration among the entertainers of these three levels, that is, the school, Municipality level educators, and government for sharing of thoughts, resources, information, and developments (Fullan, 2014).

The principle is that obligation and supportability of the change calls for cooperation among these actors (Fullan, 2014; Fullan & Hargreaves, 2013). Relating this to the study, the researcher investigate how these core actors, collaborate to face the actualizing experiences of the free SHS policy at senior high schools in the Kwabre East Municipality in particular. The Fullan and Hargreaves hold that changes can be continued and kept up by means of vitality and supervision. Also, to support implies, furnishing the reforms with progress gauges because of the difficulties predictable with reforms (Fullan & Hargreaves, 2013; Fullan, 2014).

According to researchers (Fullan, 2014; Fullan & Hargreaves, 2013), the theory places that school leaders' demonstrable skill should empower their work with the difficulties that accompany the reforms and emphasizes that they modify their

educational environment to the new difficulties and necessities. The authors clarify that schools are responsible to the government contributing the assets, proposing that there ought to be intermittent responsibility, assessment, and changes in accordance with refine the reform (Fullan, 2014; Fullan & Hargreaves, 2013). This accommodation is principal as the researcher explore the condition of accountability for free SHS policy assets at senior high schools in the Kwabre East Municipality. The theory advocates for educators and school pioneers to get motivations to execute the reform, because of the complexities related with reforms (Fullan, 2014; Fullan & Hargreaves, 2013).

To Fullan and Hargreaves (2013), the topic of setting is likewise significant right now as Fullan (2014) attests that it clarifies why advancement works in a single setting, however not in another. Right now, innovations in reforms should address inquiries regarding social foundations and the degree of genius of schools. They presume that every one of these variables decide the innovations for overseeing reforms, difficulties and contributions of actors. Furthermore, schools have different setting with explicit features and societies (Fullan, 2014; Fullan & Hargreaves, 2013).

The theory takes school pioneers to do inventive reasoning and be submitted in order to support the change (Fullan, 2014). Relating this to the study, the researcher investigates the various activities of school pioneers so as to handle difficulties in the usage of the free SHS policy. A point of uniqueness among the scholars significant to this study is the dynamism included by Fullan and Hargreaves (2013) contending that, however reforms present difficulties making it hard to execute, confidence must be re-established in actors to sanction this change. Fullan and Hargreaves (2013) urge individuals to enter additional exertion in their work to pick up results. They includes

that, aside from authority of schools, Municipality and government, the commitment and cooperation of instructors in the change procedure is essential to do the usage.

The researcher utilises this recommendation with the impact of investigating the role and support of instructors towards alleviating the actualising difficulties of this new policy. Adding to existing actors, Fullan and Hargreaves makes reference to that taking an interest actors ought to incorporate guardians, the general population as accomplices, and organisations (delineating corporate educational duty) (Fullan & Hargreaves, 2013). Expanding the extent of actors, essentially justifies this study for catching all actors whose roles are noteworthy yet not caught in Fullan and Hargreaves' rendition.

Fullan and Hargreaves (2013) contends from the equity point of view pushing for all schools in a similar area to be given quality assets, for example, educators and uniformity of access to resources, to help all schools within the region to improve, in spite of making superfluous challenge between schools. Since the theory of change advocates for educators and school pioneers to get motivations to execute the reform, because of the complexities related with reforms, the researcher reviewed the concept of motivation.

## **2.4 Theory of Educational Change and Concept of Educational Reform**

### **2.4.1 The Concept of Educational Reform**

Education has been considered to give a solid establishment upon which any nation can encounter economic, social and political advancement (UNESCO, 2012; World Bank, 2012). The World Bank (2012) indicated that education investment has noteworthy impact on economic development, can advance productivity, upgrade social and national development, and also diminish imbalance in the general public. Consequently, education has been viewed as one of the essential indicators to

demonstrate a nation's growth of development (UNESCO, 2012). Education today is all inclusive considered as a fundamental human right. As indicated by the 1948 Universal Declaration of Human Rights (Article 26) everybody has the privilege to education and that education will be free, at any rate in the basic and essential stages.

According to Adu-Gyamfi et. al. (2016), education has been characterised as the demonstration of transferring knowledge as encounters, thoughts, skills, customs and qualities, starting with one individual then onto the next or from one age to ages. Change depicts policy reforms, or changes in hierarchical practices. Changes in this manner infer proposed or ordered endeavours to address a recognised issue. Psacharopoulos (1989) indicated that educational reforms otherwise called educational policy allude to goal or choices made to influence a few or all part of schooling in society. This research conceptualises educational reforms as changes and strategies started to better educational systems in a nation (Adu-Gyamfi et al., 2016).

#### **2.4.2 Secondary Education Reform in Developed Countries**

Currently nations all over the globe's primary challenge is preparing their youth to become dynamic citizens, secure work in a quick changing workplace and have the option to endure and adjust to change (World Bank, 2012). While trying to address this issue, different nations in the developed world has received suitable mediations that have tried to upgrade the capacity and long-haul development of their youth. A key zone in the educational system has been secondary education. The World Bank (2012) takes note of that secondary education in developed nations has been a backup of advanced education and has affected policy, selection of providers, educational plan choices, educator enlistment and training, evaluation, accreditation and certification.

In the twentieth century, United States and Russia acquainted educational policies which drove with secondary education models which focused on the setting up huge systems that concentrated on open access and all-inclusive coverage. Gigantic extension of secondary education in the U.S. occurred 40 to 50 years before there was relating extension in Europe (World Bank, 2012).

The U.S model included public subsidising and provision, open and excusing system (particular, with no early specialisation or scholarly isolation); an academic yet viable educational curriculum; various little, financially free school regions; and common control of schools and school funds. In developed nations, the state mostly finance partly or wholly education at the secondary or mandatory level. In Britain, government completely finances education up to secondary school level. Here, guardians are just expected to guarantee their kids go to class (World Bank, 2012).

In Britain, Section 7 of the 1944 Act commands the Education Authority and Central Government to guarantee educational facilities are made accessible. In Japan, the government fiscal policies make arrangements with the expectation of complimentary education up to secondary school level. Individuals of school going age have no choice other than go to class to gain knowledge that is completely supported by the government. Also, in the United States (US), government funded education is bolstered by the Federal Government. The Constitution Welfare Clause, Article 1 Section 8 enables the government to levy taxes and gather incomes for the help of education, with Congress choosing the degree of such help (World Bank, 2012).

### **2.4.3 Education Reforms in Ghana in 2007**

In Ghana, education sector reforms in the course of recent decades have, on paper in any event, concentrated on the twin goals of improving the quality and

amount of education. In any case, the attention on quality seems to have been exceeded by the political goals of giving increasingly substantial merchandise by means of the entrance plan. Ghana has performed low comparable to accomplishing results: 75% of those leaving school following five to six years couldn't peruse and the adolescent education gap among rich and poor is half (UNESCO, 2012).

The educational structure under the New Patriotic Party government (2001-2008) was additionally considered for rebuilding. The Anamuah-Mensah (2007) panel to make suggestions on the rebuild was entrusted to audit the whole educational system in the nation with the view to making it receptive to challenges involved. The basic aim for the presentation of Junior High and Senior High School reforms were to address the insufficiencies and inadequacies in the past reforms as examined.

The reform was presented for reasons such as: arrangement of human capital for mechanical development and for guaranteeing intensity in the worldwide economy; capacity to use improvements in Science and Technology, particularly Information and Communication Technology (ICT); radical change in the field of work and business; and the safeguarding of social character and customary indigenous knowledge and imagination (Adu-Gyamfi et al., 2016). The reform was planned to guarantee 100 percent access to fundamental education, putting high premium on specialised or professional education and preparing and improving the quality of instruction and making it adaptable enough to suit various student capacities.

The Anamuah-Mensah Report prescribed comparable structure of education simply like the Evans-Anfom Report of 1986. The thing that matters was the consideration of two (2) years of kindergarten education as a major aspect of Basic Education and Apprenticeship training for leavers of the Junior High School who can't or don't have any desire to proceed in the formal sector. Kindergarten was not an

indispensable piece of Basic Education and the change consolidated it to prepare youngsters between the ages of four and six years before they enter grade school. The apprenticeship training was to formalise the preparation of school leavers into the different trades. The board of trustees kept up the three years Senior High School, yet the government chose to build it to four years and rename the educational system Junior High School and Senior High School (SHS) to supplant the current Junior Secondary and Senior Secondary Schools (Adu-Gyamfi et. al, 2016).

The NDC government on assuming office in 2009 chose to roll out a portion of the reforms of the Anamuah-Mensah's advisory committee. Notable among them was the conversion of the 4-year SHS programme to three years. Despite the fact that individuals from the audit board made due with the support of the three-year SHS programme after thoughts, it was in any case pushed to four years by the NPP government. The NDC government chose to change the four years to three years when they ceased power in January 2009.

The National Association of Graduate Teachers and the Conference of Heads of Assisted Senior High School took contradictory positions on the future duration of the SHS programme. The 3years SHS programme is still in execution despite the fact that the NPP is in power now (Asumadu, 2019).

#### **2.4.4 Secondary Education Reform in Developing Countries**

According to the World Bank (2005), secondary education has gotten a lot of consideration and reforms in most developing nations because of worldwide patterns. Global trend is making an adjustment in African nations a float towards necessary secondary level education. As indicated by the World Bank (2012) worldwide responsibility to fundamental education for all and free all-inclusive essential education has required the need for secondary education changes in Africa and other

developing nations. The need for secondary education is progressively ascending in practically all Sub-Saharan African nations.

Verspoor (2012) takes note of that somewhere in the range of 1999 and 2005 elementary school intake expanded by practically 40%; including that despite the fact that endurance rates have stayed stable up until this point, this despite everything suggests a huge increment in the quantity of elementary school graduates that are looking for a spot in secondary school. Ledoux and Mingat (2007) indicate that with expanding culmination rates the quantity of grade school leavers could even significantly increase by 2030 in numerous nations in Sub-Saharan Africa.

Actually, fundamental assets like instructional materials will, in general, be for the most part hard to come by coming about into enormous class size, course readings deficiencies, poor library and twofold or triple move when using school infrastructures. In states where government funded education is basically free, private commitments are likewise significant. In Uganda, Zambia and Tanzania, over portion of all out expense per student is financed by charges and contributions by guardians. In Kenya, when government educators are not appointed to fill teaching positions, the Board of Governors enrolled extra instructors who are paid from the livelihoods from fees. In Zambia, the foundation of the 1996 Educational Production Unit guarantees that students who neglect to get enrolment in the fee-paying afternoon sessions which are controlled by educators gain enrolment in such sessions (Verspoor, 2012).

In Rwanda, it is evaluated that 80% of the students are tried out non-public schools of which practically 40% get no open sponsorship and need to depend on fee salary (Verspoor, 2012). In Benin, paid fee earnings from guardians are used to pay most of SHS teachers who are local contract instructors. In both public and tuition-based schools in the Democratic Republic of Congo, over 80% of the expenses are

borne by the guardians (World Bank, 2012). In Burkina Faso, in each recently settled higher secondary school, two paid educators are given by the government while it is the obligation of communities and different partners to give extra local contract instructors as and when important. In Chad half of the instructors in junior secondary schools are community educators for the most part paid by guardians" (World Bank, 2012).

## **2.5 Educational Policies Implementation**

### **2.5.1 Implementation of Educational Policies in Ghana**

Ghana since independence has undertaken numerous educational reforms with the aim of establishing a better educational structure or systems that will meet the developmental needs of the country. Various political regimes have played an important role in the direction of education policies as have external priorities and issues of resource availability. Populist regimes, both democratic and military, have both pushed education reform hard and mainly in the direction of increased opportunities for the rural poor, improving quality and maintaining and improving standards. For example, Nkrumah's Accelerated Development Plan (ADP) of 1951 was even more radical and promoted both supply and demand-led strategies. Fees for primary education were removed, large numbers of new teachers recruited and trained and schools expanded. A revised structure of education was proposed and introduced gradually.

Ghana after attaining independence in 1957 and the introduction of the Education Act of 1961, tuition fees for middle school were also removed. Scholarships for primary, secondary and tertiary education were introduced to increase the demand for education from students in the Northern and Brong-Ahafo

Regions. Up to this point the policy emphasis was on increasing access through enrolment (Akyeampong et.al. 2007).

After 1966, policies for basic education and in education more generally focused on standards and the quality of education experienced by children once they had enrolled. This included a focus on the content of curriculum relevant to the world of work in the post primary grades and a proposal that children be selected for the academic stream of secondary after two years in middle school. Those not selected would follow a further two years in pre-vocational classes prior to leaving school. This policy was perceived by many as elitist and pampering to the needs of the middle classes and by 1972 the pendulum had swung back from standards and quality to access. By this time large numbers of children from the poorer households had gained access to primary education and their aspirations now were for improved access to secondary, especially to the academic rather than the vocational stream of secondary (Akyeampong, et al., 2007).

Policies to create a basic education stage common to all children and covering primary and the first three years of secondary (junior secondary) were promoted as part of the New Structure and Content of Education (NSCE) in 1974. The NSCE also recommended changes in the curriculum that would make the experience of primary and junior secondary education more practical and skills-oriented (Akyeampong, 2009). In essence, the NSCE proposals became the blueprint for the 1987 and the 1996 reforms which emphasised increases in enrolments in basic education as well as changes in the content and relevance of the curriculum.

To increase the demand for education among girls, scholarship schemes were piloted. Teachers were given incentives in addition to salary through housing, prizes for teaching and training schemes. By the mid-1990s the focus of attention had

reverted to the question of standards when the performance of the first junior secondary school cohort of students was lower than expected. The 1996 FCUBE programme benefited from constitutional change. Article 38 (2) of the 1992 constitution required that the government develop a plan for implementation within the following ten years, for the provision of free, compulsory and universal basic education. These gave legal force to the provision of basic education across the country (Akyeampong, 2009). The political will that had driven the 1987 reforms remained and finance from the international donor community continued to flow. Eventually, teachers were better prepared for the reforms through extensive upgrading programmes (Kosack, 2009). The technical challenges faced in the development of large-scale distance education programmes for teachers were great and the supply of untrained teachers and of trained teachers struggled to keep pace with increases in school enrolments (Akyeampong, 2009).

Aggressive competitive elections have triggered various educational reforms in the fourth republic. Following the elections of the NPP government into power in 2000, a process to review the existing educational system was initiated. This was hinged on the desire to see what concrete steps needed to be taken to put Ghana's education on track to deliver the kind of educational output relevant for self-actualisation of the individual and for enhanced economic productivity within a globally competitive environment but also as part of an election manifesto promise (GOG, 1992). Party manifestos since 1951 has repeatedly captured topical developmental issues, that is likely to secure electoral advantage and hence allow for policy pursuit in line with party ideological position. For example, the manifesto of Convention Peoples Party (CPP) in 1951 contained promises including free primary

education, industrialisation and jobs for all. These promises were well crafted by CPP as a political actor to enable it secure electoral victory and mandate to govern.

Similarly, chapter three of the NPP 2000 manifesto elaborated extensively how the party when elected into office would structurally change the education of Ghana. The party, after winning the elections and assuming power in 2001 was convinced that it has become necessary to set up a committee to review the entire educational system, with the view of making it more responsive to current challenges, the committee was set up in 2002 under the chairmanship of Jophus Annuah-Mensah. A complete review of the entire educational system includes the philosophy of education, secondary/technical/vocational education, professional development and financing education among other issues (GOG, 2003). The report of the review was subjected to parliamentary scrutiny; the approval process experienced strong polarisation between the two political parties. That is the New Patriotic Party (NPP) and National Democratic Congress (NDC).

Eventually, the legislative process resulted in the passage of the 2008 Education Act (Act 778). The polarisation that characterized the 2007 educational reform can be viewed in the light of partisan influence on policy; the recommendation to extend the duration of SHS from 3 to 4 years was approved by parliament which paved way for implementation. In the year 2001, the New Patriotic Party (NPP) under the leadership of the former president, John Agyekum Kuffour changed the senior secondary education from the three years system to a four years system. However, in 2008, the change in government the National Democratic Congress (NDC) revert the decision back to three years. During the run up to the parliamentary elections in December 2008 both the right of centre NPP and the left of centre NDC promised increases in access and quality at all levels.

The NPP stressed quality and standards at all levels rather more than the NDC who emphasised expansion of pre-school education and teacher training, an expansion of technical schools, while at the same time proposing a reduction for the senior secondary stage from four years to three years. The present structure of education, which starts at the age of six years, is a six-three-three-four (6-3-3-4) structure representing, six years of primary education, three years of Junior Secondary School, three years of Senior Secondary School and four years University course (Djangmah, 2009). The inconsistency of the structure of Ghanaian educational system is as a result of “over politicisation”. Political parties after gaining power seek to provide reforms that they deem fit especially regarding their quest to provide quality education for Ghanaian (Adu-Gyamfi et. al., 2016).

### **2.5.2 Theory of School Improvement**

This study is also supported by the Capital Theory of School Effectiveness and Improvement propounded by Hargreaves (2001). Hargreaves propounded the theory dependent on four key ideas: results, both subjective and moral; influence, which stresses the connection between instructor information and education yield; scholarly capital, which infers the whole of the school's knowledge and experience; and social capital, that is, networks of trust and cooperation between the school and the more extensive community.

The theory underlines the need to centre on improving the connection between educator input and educational yield, or changes in students' scholarly and moral state coming about because of the instructor's exertion. Hargreaves contends that rather than educators investing more exertion yet without developing outcomes, viable schools centre on powerful procedures which yield incredible effect from little effort.

Remarkable and high performing schools use blend of a scope of influence techniques. Understanding school adequacy thusly includes how high leverage works.

This model characterises a viable and improving schools as one that activates its scholarly capital (particularly its ability to make and transfer knowledge) and its social capital (particularly its ability to produce trust and continued systems) to accomplish the ideal educational results of scholarly and moral strengths, through the effective utilization of high leverage procedures grounded in proof educated and inventive expert practice. From the theory's point of view, to accomplish the planned effect of the free SHS education, the three principal conditions featured by the model must win. The leverage where knowledge is transferred is of incredible criticalness in the accomplishment of huge outcomes. At least the fundamental goal is that knowledge is transferred. The nature of knowledge transferred is dictated by the instructor's capability and the resources accessible to guarantee that information is transferred. Along these lines nature of yield is impacted by the structure and condition through which knowledge is transferred. For the ideal result to be achieved, social capital must be set up.

The government of Ghana presented the free SHS education as a capital to upgrade citizen's education. This capital influences individuals independent of their ethnic foundation, sex and financial status. There is the requirement for the speculation to be acknowledged as to address the economic weight among needy individuals in Ghana.

### **2.5.3 Effectiveness of Policy Implementation**

In order to accomplish the products of the free SHS education approach, there is the requirement for schools to have a persuading legitimisation to raise financial resources and furthermore, the affirmation that partners would bolster with their

resources. After the government and stakeholders' help, expected outcomes would be accomplished. According to Hargreaves, the nation will have countless educated workforces subsequently working of a scholarly capital for social-economic improvement of the country. Different outcomes, for example, improved academic performance will be acknowledged the extent that resources are accessible. With youth's duty to education, a high control among students would be accomplished subsequently bringing down wrongdoing in the nation.

Eventually, where the correct resources and structures are built up, educators would be persuaded to emit their best to accomplish desired outcomes. Drawing from the capital theory of school viability, this study contends that, the free SHS policy in Ghana would be effective dependent on the accompanying elements: accessibility of school accounts from the government; students' enrolment, accessibility of trained teachers, accessibility of physical facilities or structure and, community involvement in the usage of the policy. The study contends that to accomplish quality of education is depended on these elements which are the independent variables (Sukmana & Rozi, 2019).

#### **2.5.4 Managerial Experience of Heads**

Managerial experience is the skills professional gains by developing company goals, resolving operational concerns and creating strategies to improve efficiency. In our case heads in the process of implementing free senior high school go through a lot of process in which some are beneficial.

Seeing to the effective implementation of the free senior high school policy is one of the managerial experiences that heads faced. The organisation of in-service training for heads prior to the implementation of the free senior high school policy helps in the effective implementation of the policy.

According to Hargreaves (2013) in service training for heads prior to the implementation of the free senior high school policy help heads to have up to date knowledge of the policy in order to be able to monitor its effectiveness as experience is the best teacher.

Heads of senior high schools experience insufficient human resource to cope with the rising enrolment of students due to the implementation of the free senior high school policy. There is also insufficiency of logistics and other instructional materials. Djangmah (2009) found in his study that when heads face pressure which they are unable to overcome, they become at a loss in their administration. Even though Hargreaves (2013) indicated that in service training for heads help them to have up to date knowledge for effectiveness in their administration, they could be confused as pressures rear their ugly heads at them. In effect, the experience of in-service training is not enough to help heads in the implementation of the free senior high school policy.

Managerial experiences of heads of senior high schools in the implementation of the free senior high school policy are varied. Heads' of senior high schools experience inadequate logistic support, how to address the shortage of teachers due to increased students' enrolment, the need for additional classrooms and its attendant furniture and the need for continuous professional development training for teachers to be abreast with current development to cope with the additional duties on teachers and heads (Asumadu, 2019).

### **2.5.5 Challenges/Factors Militating against Effective Implementation of the Free SHS**

Various difficulties go up against the provision of free secondary education influencing quality of education (Hargreaves, 2013). The arrangement of free

education at the secondary level prompted numerous guardians being hesitant to make some other instalments to schools. The free secondary education in Kenya brought about expanded enrolment of students which brought about substantial teaching outstanding tasks at the hands-on educators, deficient number of instructors to meet rising number of students and absence of sufficient instructional materials. The implementation of free education prompted expanded centralisation which has along these lines brought about the loss of local responsibility in the improvement of schools. The central government consequently controls both financing and regulatory decisions and projects of schools (Verspoor, 2012).

Similarly, Okumbe (2011) found that the implementation of free secondary education in Kenya brought about school principals experiencing various authoritative difficulties, for example, deficient and severely built school structures, lack of books and hardware; absence of legitimate school furniture especially work areas; poor or once in a while non-existent upkeep and fixes; undeveloped and half prepared teachers who only here and there remain long; stuffed classrooms; poor communications and scarcely any supporting administrations particularly health services.

The World Bank (2012) indicated that earnings from guardians in communities are used to pay most of SHS teachers who are local contract instructors as means of helping in the development of the school. In other countries like the Democratic Republic of Congo, over 80% of the expenses are borne by the community through guardians. If communities were involved in the development of education in various countries including Ghana, what then is the concept of community participation in the development of education?

## **2.6 Concept of Community Participation**

### **2.6.1 Concept of Community**

According to Cunningham and Cordeiro (2012), the community is a slippery concept. It is used in a range of senses such as denoting actual groups of people as in a village, neighbourhood or ethnicity boundary. It can also refer to particular qualities expected among people as in a sense of community'. Bray (2016) contends that there are 94 alternative definitions of community and observes that the list is still not exhaustive. Without going too deeply into the matter, it is useful to note that a community has at least some common features such as; a network of shared interests and concerns, a symbolic or physical base, an extension beyond the narrowly-defined household and has something that distinguishes it from other similar groups. This study defines a community as people living in a defined locality and/or other people or organisations outside the local community who share common interests with the local people (Verspoor, 2012). A community is a group of people who share the same religion, race, job, or interest, the feeling of sharing things and belonging to a group in the place where you live. This is why we have "polish community in London", "Muslim or Christian community" in most countries, "Hausa or Igbo" community in Nigeria, and Asante or Ga community in Ghana. The typical image of a community in Africa is that of a medium-sized rural village with a close-Knit group of inhabitants largely self-contained and with everybody else (Verspoor, 2012).

In terms of educational support, some communities prefer to support those schools established in their community by government, while other communities may decide to establish a school for themselves and name it after their community. Where the school is established by the government, community participation may be in terms of provision of local securities to guard the infrastructure and to ensure that they make

their wards/children available for the school while the government takes charge of the technical aspect of the school vis-a-vis provision of infrastructure, teachers; salaries, and inspectorate services. The World Bank (2012) indicated that earnings from guardians in communities are used to pay most of SHS teachers who are local contract instructors as means of helping in the development of the school. Therefore, community support in the provision of infrastructure and other logistics needed in the implementation of the free senior high school policy due to increased students' enrolment and increase in human resource cannot be overemphasised.

Where the community establishes its school, the community provides the infrastructure, teachers, salaries and form the management term, while the government only provides in most cases, only inspectorate service to ensure the maintenance of standard. Schools owned and managed by individual/groups of individuals do perform better than schools owned and managed solely by the government.

### **2.6.2 Concept of Participation**

The widespread use of the language of participation in development across a spectrum of institutions, from radical NGOs to local government and even to the World Bank raises questions about the exact meaning of this buzzword. Participation can be used to signify almost anything that involves people. The World Bank defines participation as a process through which stakeholders have an opportunity to contribute, influence and share control over development initiatives and make decisions over the use and control of resources that affect them. On the other hand, participation may also refer to the involvement of a range of other stakeholders who may have different interests and abilities.

### **2.6.3 Community Participation**

Community participation normally refers to the involvement of members of a community in the decision-making process and common goal achievement. Community participation in development context refers to involvement by members of a community to predetermined programmes and objectives with the assistance of external intervention. The involvement and endorsement of community members in intervention programmes or initiatives from government bodies, community-based organisation, non-governmental organisation or corporate groups can serve as an illustration of community participation or involvement. Community participation has been described as an active involvement of the defined community at least in some aspect of project design and implementation where the key objectives are the incorporation of local knowledge into the projects or initiatives decision-making process. A more complex definition has been proposed as a process of enabling people to involve in planning and implementation of development initiatives with collaborative thinking and decision making on their problems. It involves the use of mutually creative generation of knowledge and skill alongside appropriate guiders as well as monitoring organisation and related staffs' implementation, thus, resulting in an increasing level of living and solving community problems.

Community participation is defined as an expression of political decentralisation which entrusts to more than one group of citizens, all or some position of decision-making responsibilities formally reserved for the professional administration. Community participation in education is that in which citizens and social agencies affected by the schools are partners in making important school policy decision in areas such as a selection of school personnel, infrastructure, budget and plans for integration (Narwana, 2010). One can therefore say that community

participation in education is a process whereby the community in which the school is situated share common responsibilities in providing quality education for the children in the society.

#### **2.6.4 Concept of Management**

Career Guide (2020) sees management as the coordination and administration of tasks to achieve a goal. Such administration activities include setting the organisation's strategy and coordinating the efforts of staff to accomplish these objectives through the application of available resources. Management Study HQ (2020) also defined management as essential for an organised life and necessary to run all types of management. Good management is the backbone of successful organisations. Managing life means getting things done to achieve life's objectives and managing an organisation means getting things done with and through other people to achieve its objectives. Management is a set of principles relating to the functions of planning, organising, directing and controlling, and the application of these principles in harnessing physical, financial, human, and informational resources efficiently and effectively to achieve organisational goals.

It is argued that in an organisation that has been designed to achieve some specific goals and objectives, there must be someone, often referred to as the manager, whose responsibility it is to see to the achievement of those goals and objectives". In a large organisation consisting of several sub-units, the manager of the sub-units is normally responded to the overall manager for the achievement of these goals and objectives that has been assigned to their respective units. A manager at every level of an organisation is responsible for planning the ways to achieving the organisation's or unit's objectives; disbursing these resources as efficiently as possible, coordinating and controlling the activities of men under him to ensure that

the objectives are achieved. The belief is that “the functions of a manager are the same in any modern organisation (Career Guide, 2020).

Management has been seen by some people as an art for which no special knowledge or professional training is required. According to this school of thought, good managers (in this case, the community) are born with the natural ability to work with people and achieve success. They have the necessary qualities to become managers by mastering any special techniques, theories or principles of management. On the other hand, some other school of thought did not see it as an art but as a science requiring the application of the relevant principle theories and techniques of management to solve management or organisational problems. People who hold this viewpoint see the need for prospective managers (in this case, the community) to undergo some professional training in management to master these principles, theories and techniques of management. They believe that with adequate training, prospective managers (the community) will be able to know under what situations to apply particular principles and techniques to achieve the desired result (Career Guide, 2020).

## **2.7 Educational Decentralisation and Management**

The 1951 ADP provided the foundations for decentralised educational management in Ghana by making local councils responsible for the provision and maintenance of educational facilities, while the central government took responsibility for teachers’ salaries. The decentralisation process was further strengthened by the Education Act of 1961, which reaffirmed control and management of education at the local level to local councils.

However, poor managerial capacity and the weak financial resource base of the local councils appear to have undermined the decentralisation process. Both the

1987 Reform and the 1992 Constitutional Provision re-echoed and reemphasised the need for decentralisation. Consequently, the Ghana Education Service (GES) in 1998 started a process of de-concentration of pre-tertiary education management by shifting some of its responsibilities and powers in the management of resources, services and staff to Municipality and school levels.

Decentralisation of education is intended to improve the operational efficiency and promote a more responsive approach to education service delivery at the Municipality, community and school level. In line with the expanded mandate under the decentralisation process, the emphasis shifted to increasing budget lines and budget shares of the Municipality education office and as a part of the Education Strategic Plan implementation process, Municipalities were mandated to prepare Municipality Education Work Plans (MEWP) reflecting projections and targets up to 2015. Municipalities are also expected to prepare 3-year Annual Municipality Education Operational Plans (AMEOP) to inform the preparation of Municipality budgets. In some quarters, there is concern that decentralising education provision is happening too quickly and can reinforce disparities and inequities between Municipalities. Municipalities which lack the required human resource capabilities may find it difficult to tackle problems of access and quality of basic education. Already, there is evidence that decentralisation may be contributing to disparities in the quality of public basic schools with implications for access.

As noted in the World Bank's 2012 evaluation report, schools in wealthier Municipalities will benefit from both higher levels of Municipality support and higher parental contributions, resulting in discrepancies in resource availability. The worst resourced schools are 'bush schools', that is, schools in off-road rural communities. Such schools have difficulty in attracting qualified teachers and parents who are there

can hardly afford any cash contributions. There is a growing dichotomy within the public sector between these schools and those of relatively more affluent parents in urban areas (World Bank, 2012).

The categorisation of deprived Municipalities according to objective criteria which define deprivation of educational facilities provides a mechanism for identifying needs to be addressed to correct imbalances. Rural communities are usually placed at some considerable disadvantage when it comes to assuming greater responsibility for contributing and managing education service provision. If education decentralisation is to become an effective vehicle for improving access and performance in public basic education, then there need to be credible plans that ensure that deprived Municipalities would have the requisite resources and manpower to achieve desirable educational outputs (e.g., high enrolments and better completion rates).

### **2.7.1 Parent Association (PA)**

A parent association is an association of parent in a particular school or cluster of schools. Any parent, guardian or teachers who are interested in children's education can also become members. According to Mankoe (2002), executive members of the PA are chairperson, vice-chairperson, secretary, financial secretary, treasurer, first committee member, second committee member, third committee member and an ex-officio member. The PA performs the following functions: assist in school maintenance and repair of infrastructure, negotiate for land for projects for the school, for example, they negotiate for land for school farm and football field, sees to the children's welfare by the provision of accommodation and school textbooks, monitor pupils' performance through regular visits, helps in resolving conflict and problems and helps in maintaining school discipline (MoE, 2013).

### **2.7.2 Areas of Community Participation in School Management**

Different schools of thought in an attempt to buttress their argument on the need for community participation in school management identified some ways and area where the community could come to lend support to the smooth running of an educational project in their community. A training manual for selected school teachers in Niger State (1993) in collaboration with UNICEF Zonal Officer, Kaduna identified the following areas as pertinent for community support, “funding, provision of infrastructure, input to the conclusion, endowment and scholarships and provision of conducive atmosphere”. Goje (1998) also identified “building of schools and renovation, purchase of text/exercise books, planting of trees, supervision and discipline” as some of the ways community could participate in school management.

Baikie (2000) on his own suggested the areas of curriculum enforcement of academic participation by the children and moral conduct, policymaking, stressing the importance of education and help in propagating its value, visitation to schools to ensure teachers are at work, an offering of the assistance of discipline in the school; as other parts, the community could assist in the management of the schools. These areas are most talked of by most scholars who have had reasons to assess areas of interest for community participation in school management

Having identified some areas where the community could lend a supportive hand in school management, it is important to stress a little on some of these areas. A training manual for selected school teachers in Niger State (1993) in collaboration with UNICEF Zonal Officer, Kaduna outlined the following. Inadequate funding is one of the major problems confronting basic education today. The Ministry of Education and the Ghana Education Service depends on government’s subventions for the management of the schools in addition to their other responsibilities. This is not

only inadequate but is further worsened by mismanagement. While efforts are made to check, the latter communities could contribute to an increase in the level of funding through prompt payment of dues, taxes and levies e.g., development levies, education levies, special levies, donations by individual or groups, organising fundraising activities and income from cooperative ventures e.g., Community Banks. Apart from funds, local communities or individual could also assist schools by providing basic infrastructures and amenities like free land for building or expanding existing schools; constructing or renovating classrooms, toilets, libraries, boreholes, access roads, teachers' quarters etc. Communities, when sufficiently mobilised and organised could provide useful inputs in the curriculum of the school either as extracurricular learning as part of the regular curriculum. For example, riverine communities may need fishing and its associated values included in the curriculum much as a nomadic community may require the curriculum to feature activities associated with cattle rearing. This brings the school closer to the community.

Communities could also provide scholarship to brilliant pupils as a form of encouragement to others but more importantly to the less privileged by the elites in those communities. A positive attitude towards education among members of the community is the first step in the success of schools in any community especially, in the implementation of the free senior high school policy. It makes it possible for; a good enrolment and low dropout rate to be maintained, the maintenance of proper discipline in the school and the teachers to do their work without hindrance and distractions for the effectiveness of the policy. The community should be supportive rather than being hostile or indifferent to primary education in their community. Communities could also assist basic education through the exertion of political

pressure on the government as an organised community can draw government attention to its needs.

According to Lyndon et. al. (2012), community participation usually has several elements such as planning and implementation, monitoring and evaluation and it is essential to community participation in that the members of the community should discuss, consult and reach consensus among them about any programme or initiatives to be implemented in their community so all members could benefit and as a result enhance their quality of life.

Kalembe (2013) suggested that successful community participation must contain support for grassroots community level, the establishment and strengthening of networks among stakeholders and a commitment to accelerate the programme to ensure it influences the majority. However, all these indicators seem to be criteria of evaluation for a specific programme rather than issues that constitute community participation. Therefore, Wilson and Wilde (2003) propose four dimensions of community participation that can contribute to a better understanding of community participation instead of trying to define it through evaluation criteria.

### **2.7.3 Factors That Impede Community Participation in School Management**

Kumar and Corbridge (2002) observe that the perception that local people lack sufficient knowledge and skills to take control of projects is a major challenge affecting local people's involvement in the education planning process. This assertion is supported by Harriet et. al. (2013) when they reported that low knowledge level and poor flow of information account for the low involvement and participation of stakeholders at the local level. Furthermore, local government officials felt threatened by the empowerment of the local steering committee, and accused them of being agents of political parties and thus hinder full commitment and participation from the

local people (Wilcox, 2002; Addae-Boahene, 2007). Also, the notions of local empowerment according to Wilcox (2002) ran contrary to the “elite mentality” of local officials, possibly inherited from the colonial past, who see the rural populace as a primitive and lacking initiative to make a productive contribution to education planning processes. Baku and Agyemang (2002) are of the view that the main problem inhibiting community participation in education delivery in our local communities are wrong timing of SMC/PTA meetings, responsibilities assigned to the communities by the government being beyond the capability of the communities, failure on the part of education authorities to share information and general lukewarm attitude of the local people arising from loss of interest toward participating in the planning process.

Differences in levels of knowledge between local citizens and government officials lead to mistrust and marginalisation which affects local community participation. The language barrier is another factor that inhibits local participation. When the government representative and the local people do not speak the same language, the local people usually are excluded from participating in decision making. Lack of organised structures at the community level, poor communication between government agencies and local community, bureaucratic red tape' especially where more than one government agency is involved, lack of or inadequate mobilisation and participatory skills, and extension officers often considered as strangers by local people as factors that inhibit local community participation (Verspoor, 2012).

It argues that there are several factors which impact the nature and quality of stakeholders' participation within a service delivery organisation. These factors include participation style, relationship, information sharing and interaction. There is a perception that stakeholders with a reactive approach to planning processes give a

sign of the poor relationship between the community and the implementing agency. Local stakeholders with a negative relationship with other stakeholders participate less frequently and to a lesser extent as compared to a stakeholder with a positive relationship. Therefore, ensuring a positive relationship with all stakeholders during project planning and implementation is very crucial (Sukmana & Rozi, 2019). Moreso, much emphasis on formal communication, such as written documentation in a specific format during project planning and implementation leads to participation challenges among stakeholders. On the other hand, informal communication strategies such as face-to-face communication and sketching lower overall complexity and cost and often improve time to advertise or share ideas. For this reason, it is imperative to balance formal and informal communication strategies to ensure effective participation and involvement of local stakeholders.

Finally, where the implementation agency is co-located within the other stakeholders, it becomes much easier for them to interact regularly and actively but as the agency become more geographically distributed, the chances of project success decreases (World Bank, 2012).

Various authors have suggested various approaches to enhancing community participation in a project/education delivery (Verspoor, 2012; Sukmana & Rozi, 2019). Where local people are involved in decision-making at all stages of a project cycle, participation then becomes high and the best results follow and the opposite is true. Most of the basic schools in Ghana were initiated by communities, which willingly recruits teachers and provided places of learning for their children (Adu-Gyamfi et. al., 2016). Most of these schools were later absorbed into the public system and the management and control of these schools then shifted to central government authorities with minimum community participation. This shift in the

management and control of education delivery affected, to a large extent, the local community commitment and involvement in quality basic education delivery system. For example, the SMC had a legal backing based on the Ghana Education Service Act 1995 in exercising their responsibilities within the school system(Adu-Gyamfi et. al., 2016).

Also, the 1987 Education Reform made provision towards community ownership of basic schools within a locality. It recognised the provision of basic education as a joint venture between the government and the communities where the government provides curriculum materials, equipment, teachers, supervision and management. School Management Committee/Parent Association on their part donate or provide educational infrastructure, contributes to the teaching and learning process as resource persons and ensures access to education through registration of births, determination of the school-age population, moral persuasion or compulsion to get children enrolled and imposed fines on defaulters. Self-formed and self-run groups and organisations approach is appropriate for full participation leading to empowerment of the poor (Adu-Gyamfi et. al., 2016). Another approach of ensuring community participation is the use of extension staff, community development and decentralised planning approaches. Government departments or ministries' field staff or extension staff whose primary role is to provide a link between policymakers and the local people are used to achieve effective participation in planning and implementation of various projects including education-related projects. They provide information about the needs of local areas, conduct an impact assessment, mobilise local people and create awareness about roles and responsibilities, explain project planning and implementation and assist in the implementation of projects (Sukmana & Rozi, 2019).

Similarly, strategies and interventions such as training of teachers, SMCs, PAs and Unit Committee members on their roles and responsibilities and participatory approaches such as community drama, education forum, town meetings, reviews and updates, and public hearings among others to encourage and promote participation (Adu-Gyamfi et. al., 2016). These impacts on participatory governance, participatory management, participatory planning, school performance monitoring, networking and coalition building, resource mobilisation, advocacy and Municipality authorities' responsiveness to education needs of citizens (World Bank, 2012).

Contract teachers who were hired by school committees raised student test scores and that providing training for parents reduced rent-seeking of centrally-hired civil-service teachers in Kenya (Sukmana & Rozi, 2019). Providing grants to schools increased new student enrolment and improved school resources, although there was no impact on student test scores. Providing school grants and training for school committee members has limited or no impact, but that additional intervention such as the democratic election of committee members and the facilitation of meetings between the school committee and the village authorities generate positive effects on student learning. These results show that grant-giving and training have limited or no effects, but that linkage and elections have positive effects on student learning.

Comprehensive stakeholder training combined with school grants reduced student and teacher absence, and improved student learning in villages with high literacy, while it had the opposite results on learning in villages with low literacy. People will participate if we make it easy for them to participate. Meetings must be scheduled at a convenient time for community members to attend. One must create multiple entry points and ways for people to get the chance to contribute to education delivery in their area (Sukmana & Rozi, 2019).

#### **2.7.4 Strategies to Manage Challenges of Implementing Free Senior High School Policy**

Notwithstanding the laudable and various benefit of implementing free senior high school policy, there are inherent challenges. Okumbe (2011) indicated that one of the strategies to improve the implementation of free Senior High School policy is the provision of health support services. The free Senior High School policy has challenges and in order to manage them there is the need to provide adequate infrastructure, teaching and learning materials, prompt payment of funds to schools and the sufficient education facilities (Imurana et. al., 2014). The provision of sufficient instructional materials could help improve the implementation of free Senior High School policy.

The involvement of the community in the improvement of schools is another strategy to manage the challenges in the implementation of free Senior High School policy. Hargreaves (2013) stated that implementation of the free SHS policy would be effective if communities are involved in the implementation of the policy. Teachers also need to be trained on implementation of the free senior high school policy so as to be able to appreciate its importance and work towards embracing the additional responsibilities on teachers as a result of the policy.

The provision of adequate classroom facilities, in service training and the provision of adequate furniture resources will all go a long way to enhance the implementation of the free senior high school policy (Hargreaves, 2013; Okumbe, 2011; Imurana et al., 2014).

### **2.8 Empirical Review**

The free senior high school (SHS) policy was introduced by the government of Ghana in 2017/2018 academic year. Asumadu (2019) investigated challenges and

prospects of Ghana free senior high school (SHS) policy: the case of SHS at Denkyembour Municipality. To accomplish its goal, the study used qualitative approach to collect information from authorities and students on Free Senior High School.

The study used interviews as essential data collection instrument together with archives and online articles as the optional information for the study. The study uncovered that the policy has increased enrolment in senior high schools. The policy was challenged by inadequate infrastructure, teaching and learning materials, delay in the payment of funds to schools and the absence of sufficient educational facilities. The study recommended that the government needs to team up with different partners to give sufficient funds, materials and adequate teachers to guarantee the accomplishment of the policy's goal.

Salifu and Ayamba (2018) conducted a study on the effect of free Senior High School (SHS) policy on science education in Ghana, its advantages and difficulties to science education. The natural science at the lower primary, the coordinated science at the upper primary and Junior High School (JHS) reading material are brimming with activities that would have made educating and learning of logical ideas simpler and fascinating. However, absence of duties on the part of the government, leaders of the institutions, science educators and the absence of enthusiasm with respect to guardians in what their wards do, in schools, are making teaching and learning of science at these levels something different (Salifu & Ayamba, 2018).

Discouraging number of JHS graduates for the most part select to seek after general science at SHS. At the SHS all students are to do incorporated science as a core subject, even the pure/general science students are not excluded. The president's pledge to persuade the implementers of this policy (GES, GNAT, NAGRAT and so

on) is satisfying and an indication of achievement of the programme. It is obvious that there has been increment in students' populace as years move by, the anticipated figure for 2017/2018 has insinuated a generally noteworthy increment (around 80,000) because of the free SHS programme (Asumadu, 2019)

The Free SHS strategy has seen an extra 90,000 JHS graduates entering Senior High Schools of their choice (Salifu & Ayamba, 2018). This progression limited the apparent pay off and defilement that are asserted to describe the SHSs during confirmations. Aside from business results, it guarantees an improvement of economic activities of the indigenes, their income, wellbeing, and furthermore achieves less early relationships, lower paces of high school pregnancy, and better child wellbeing results as a greater amount of their kids get familiar with themselves, particularly their regenerative health during science lessons. Guardians or parents who might have been paying as much as GHC1000 to GHC2000 for their wards to be a part of the SHS would now contribute these monies to have the option to deal with other family needs and to have the option to pay their wards school expenses when they find a university and other tertiary institutions (Asumadu, 2019).

The enrolment increment is a fundamental underhandedness, in light of the fact that it goes with immense obligations similarly as the advantages are likewise huge.

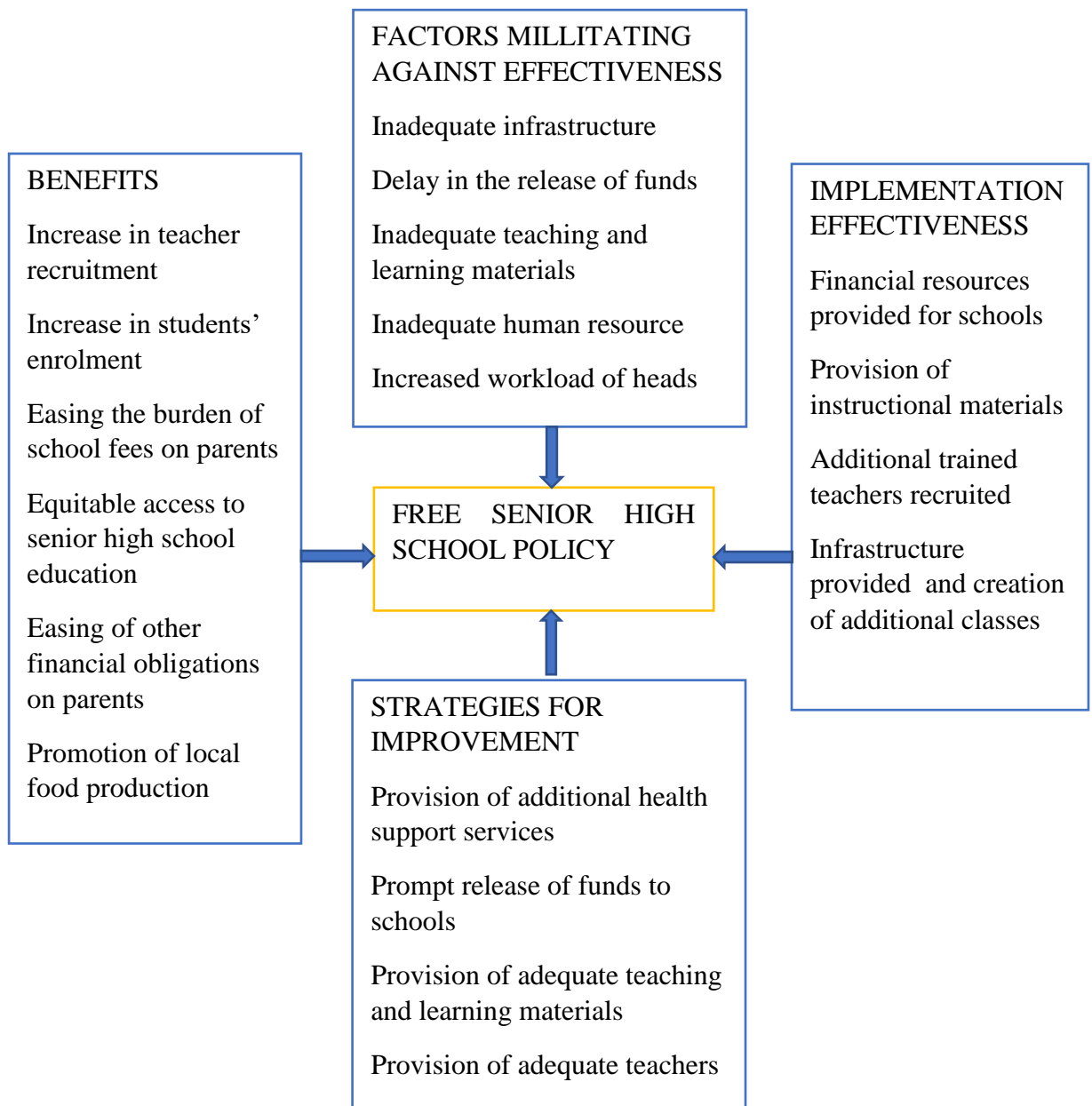
IMF and other guide agencies everywhere throughout the world and non-governmental organisations (NGOs) who are into education and neediness decrease in the communities, and every single other partner in GES should all put their hands on deck to help Ghana government to guarantee the accomplishment of this honourable and giant programme. A few weights on guardians have been diminished; improved business results, profit, wellbeing, lower rates of high school pregnancy and better

child wellbeing results. A portion of the difficulties saw in the usage include pressure on the facilities (science research facilities, dormitories, classrooms, dining halls, assemble halls and so on), utilities (power and water), and teaching and non-teaching staff.

A support mechanism in the implementation field is a stakeholder collaboration to mitigate the adverse effects of the free SHS policy in Ghanaian schools (Asumadu, 2019). Anchored on educational change theory, this study recognizes the secret roles of partners in a mission to alleviate the unfavourable impacts of executing the free Senior High School approach in Ghana while catching the condition of supervision and responsibility for asset usage. In opposition to the famous idea that administration is exclusively answerable for the sustenance of the approach, there are huge commitments from old students, World Bank and guardians.

## **2.9 Conceptual Framework**

Drawing from the Capital theory of school effectiveness, this study argues that establishes that implementing the free senior high school policy in Ghana would be successful based on the following factors: availability of school finances from the government; students' enrolment, availability of trained teachers, availability of physical facilities and, community/ stakeholder involvement in the implementation of the policy. The study argues to achieve quality of education is hinged on these factors which are the independent variables. This is shown by the conceptual framework in Table 2.1.



**Source: Researcher's Construct, 2022**

The conceptual framework for the study showed that, free senior high policy had some benefits including increase in teacher recruitment, increase in students' enrolment, easing the burden of school fees on parents, equitable access to senior high school education, easing of other financial obligations on parents and the promotion of local food production for the benefit of society. However, the provision of financial resources for feeding, instructional materials, additional trained teachers are recruited to cope with increase in enrolment and creation of additional classes, infrastructure,

creation of additional classes, teachers are assigned only their area of specialization during implementation contributed to the initial effectiveness of the policy which was experienced by heads.

Besides, there are factors militating against effective implementation of free senior high school policy as experienced by heads including, inadequate infrastructure, delay in the release of funds, inadequate teaching and learning materials, inadequate human resource, increased workload of heads, lack of community support, insufficient training of teachers prior to implementation and inadequate furniture. In order to implement the free senior high school policy effectively some strategies must be put in place including, provision of additional health support services, prompt release of funds to schools, provision of adequate teaching and learning materials, provision of adequate teachers to meet increased student population, involvement of the community and stakeholders to support implementation, recruitment of additional fully prepared trained teachers towards implementation, provision of adequate classroom facilities, provision of adequate in-service training for teachers towards implementation and the provision of adequate furniture resource.

## **CHAPTER THREE**

### **METHODOLOGY**

#### **3.1 Introduction**

This chapter presents the methodology of the study, including research design, population, sample and sampling techniques, source of data, data collection techniques, validity and pilot test of the preliminary data, data analysis plan and ethical considerations.

#### **3.2 Research Design**

Research design refers to the overall strategy that one chooses to integrate the different components of the study in a coherent and logical way, thereby, effectively addressing the research problem; it constitutes the blueprint for the collection, measurement, and analysis of data (Bell (2008). According Mugenda and Mugenda (2014), a research design provides a framework for the collection and analysis of data and there are five of such research designs namely: Experimental, Cross-sectional, Longitudinal, Case study and Comparative designs.

In this study a case study design was used to find answers to the research questions by allowing respondents within the case study setting to air their views.

This research design affords the opportunity to do an intensive analysis of the issues at stake within the setting (Mugenda & Mugenda, 2014). It provides an opportunity to interrogate and understand the behaviour and experiences of people within the area under study. A careful and intensive analysis of the managerial experiences of heads in the implementation of the free senior high school policy in the senior high schools in the Kwabre East Municipality will provide an insight into Ghana's free senior high school programme. A case study design is used in view of the fact that free senior high school programme is being implemented within a particular setting and this type

of design affords the chance to do a detailed analysis of managerial experiences of heads in the implementation of the free senior high school policy and the strategies to be adopted by heads for effective implementation. It also enables the rest of the research questions to be answered from the lenses of the respondents who participate in the study. It helps in providing a detailed account of events in the setting.

### **3.3 Population**

According to Teddlie and Tashakkori (2009), population refers to all members of an area or hypothetical set of people, events or objects to which a researcher wishes to generalise the results of the study. Population, according to Creswell (2013), refers to the complete set of individuals, subjects or objects having common observable characteristics in which the researcher is interested. The population for the study comprises all heads and assistants of public senior high schools in the Kwabre East Municipality. Statistics from the office of the Municipality Directorate of Education indicated that there are six public senior high schools in the Municipality. The accessible population was six heads and 18 assistant heads in the six public senior high schools in the Kwabre East Municipality namely; Simms Senior High School, Kofi Agyei Senior High School, Gyaama Pensa Senior High Technical School (SHTS), Adventist Girls Senior High School, Antoa Senior High School and Adanwomase Senior High School.

### **3.4 Sample and Sampling Techniques**

According to Creswell (2013) a sample is the selection of a portion of the study population for inclusion in a study. A sample size is therefore the total number of people who are selected from a given population to participate in a study. To Borg and Gall (2007), sampling is a technique used for selecting a given number of subjects from a target population as a representative of the population in research.

Census sampling technique was used to select the schools, heads and assistant heads. Census sampling technique was considered appropriate because the researcher collected and analysed from every head and assistant. Creswell (2013) stated that census sampling is used in schools to find out respondents' opinions on possible issues. The procedure increases sample and it covers the whole population. Census technique is unbiased and is totally representative. All the 24 heads and assistants were selected for the study. Census sampling technique of the schools, heads and assistant heads are shown in Table 3.1.

**Table 3.1: Census of the Population**

Name of School	No. of Heads	No. of Assist. Heads	Total No. of Heads/Assistants	No. Sampled
Simms SHS	1	3	4	4
Adventist Girls SHS	1	3	4	4
Antoa SHS	1	3	4	4
Adanwomase SHS	1	3	4	4
Kofi Agyei SHS	1	3	4	4
Gyaama Pensa SHTS	1	3	4	4
Total	6	18	24	24

### 3.5 Data Source

For this study both primary and secondary data were used. The primary data was collected using interviews of selected participants. The secondary data was a collected published and unpublished material that includes academic, government policies on education. This techniques adopted takes into consideration the possibility of biases of the research such as socio-economic factors and subjective opinions.

### **3.5.1 Primary Data**

The study used interview guide for primary data collection. The interview guide was meant to gather detailed information from respondents.

### **3.5.2 Secondary Data**

The secondary data was gathered through books, published and unpublished materials from academics and the government institutions or agents. These materials were accessed through the University library, relevant articles and text books including the use of the Internet to access the vast materials stored online.

## **3.6 Data Collection Instrument**

The researcher used interview guide to collect data for the study. An interview guide is a set of pre-determined questions that are asked in an interview and which ensure that information gathered from the interview is relevant to the research purpose (Creswell, 2013). The items were structured into themes based on the research objectives. The themes included benefits of implementing free senior high school policy, managerial experiences on the effectiveness of the implementation of the Free Senior High School policy, heads experiences on the factors militating against effective implementation of the Free Senior High School policy and strategies to manage the factors militating against the effective implementation of the free senior high school policy.

The researcher used face to face interviews to collect data for the study. An interview lasting about 30 minutes each allowed for a face-to-face interaction between the researcher and participants. The advantage for conducting the interview was that, while interviews were reasonably objective, they also permitted a more thorough understanding of the respondents' opinions and reasons behind them than would be possible using the questionnaire (Creswell, 2013).

During the interview process the researcher introduced the topic and thereafter guided the discussion by asking specific questions. There were some weaknesses of the interview guide. Since the interview-guide allows participants to express themselves, some respondents were enthused and made windy statements before given a response. Participants gave responses based on their own opinion as the researcher posed the questions to them and the process was time consuming.

Although an interview guide was used, it offered the interviewer considerable room to pursue a range of topics and offered the interviewee the opportunity to shape the content of the interview.

### **3.7 Validity of the instrument**

Validity is the degree to which a test measures what it is supposed to measure. The researcher tested face, content and construct validity of the instrument. Face validity refers to the likelihood of a question being misunderstood or misinterpreted (Bell, 2008). To attain face validity, of the instrument, the interview guide was presented to my supervisor for analysis and critique. Content validity was achieved when the supervisor found out whether the instrument adequately covered all the research questions. The supervisor found out whether the items measured specific construct. Follow up questions were also made. The validity test enabled the researcher to reshape and amend those items which were found to be unclear and misleading.

### **3.8 Data Collection Procedure**

After approval of the research by the supervisor, an introduction letter was obtained from the Head of Educational Leadership Department. The researcher then visited the Municipal Directorate of Education to inform him of the study. This was done to enable the researcher gain access to the schools. The heads of the schools

were contacted to establish rapport to enable them feel at home in responding to the interview. The purpose of the study was also explained to them.

The face-to-face interview was conducted at the participating heads and assistants' offices at an agreed date and time.

The interview permitted a more thorough understanding of the respondents' opinions and reasons behind them than would be possible using the questionnaire. It was a face-to-face interview at a location free from distractions at an agreed date and time. Each session lasted for about 30 minutes. Prior to the day for the interview, the researcher described the purpose and steps being taken to maintain confidentiality, and their anonymity were made known to them. Moreover, the researcher sought the interviewees' consent to record the interview and also took brief notes in the event of the tape recorder being malfunctioned. Mobile phone was used for the recording. This was useful for gathering in-depth information on the subject under investigation.

### **3.9 Data Analysis**

In qualitative research, data analysis is a rigorous process involving working with the data, organising data into manageable units, categorising, comparing, synthesising data, searching for patterns, discovering what is important and what is to be learned (Mugenda & Mugenda, 2014). It is a rigorous task because qualitative research usually generates voluminous data as the researcher is found with numerous transcripts of verbatim accounts of what transpired in the interviews. Each of the participants was given a code. After the interview, the researcher listened to the recorded data and made notes from each conversation. The recorded conversations were transcribed, analysed and summarised thematically after the interview sessions. The researcher read through the transcript for each interview to get a sense of the uniqueness of that story. Each transcript was carefully reviewed, sentence by

sentence, in order to identify words and phrases that were descriptive and represented a particular concept.

### **3.10 Ethical Consideration**

Ethical considerations were pertinent to this study because of the nature of the problem, the methods of data collection and the kind of persons serving as research participants. Informed consent of all the participants was solicited prior to the beginning of the study.

The participants were briefed on the intentions of the study. The participants were assured of anonymity of their identities and confidentiality of the data provided. The participants were also assured and promised to assign them with pseudonyms during the writing of the report. All the participants to be interviewed agreed before the interviews commenced the research. The participants were assured that the study would be used for academic purposes only.

## **CHAPTER FOUR**

### **ANALYSIS OF RESULTS**

#### **4.1 Introduction**

This chapter presents the analysis of field data on managerial experiences of heads for the implementation of the free senior high school policy in Kwabre East Municipality of the Ashanti Region of Ghana.

The chapter discuss the preliminary data analysis to address data on gender, educational background and teaching experience. It also discusses the presentation and analysis of the main data meant to address the research questions. This chapter is presented under following headings:

1. Demographic Characteristics of Respondents
2. Heads experiences on the benefits of the implementation of the Free Senior High school policy
3. Heads experiences on the effectiveness of the implementation of the Free Senior High School policy
4. Heads experiences on the factors militating against effective implementation of the Free Senior High School policy
5. Strategies to manage the factors militating against effective implementation of the Free Senior High School policy

#### **4.2 Demographic Characteristics of Respondents**

The demographic characteristics of the respondents of the study including the gender, highest educational qualifications and teaching experience were analysed. These were required to enable the researcher to know the kind of respondents to include in the study. The first part of the analysis consists of gender of respondents for the study. This is presented in Table 4.1.

**Table 4.1: Gender of Respondents**

<b>Variable</b>	<b>Frequency</b>	<b>Percentage</b>
Male	16	67
Female	8	33
<b>Total</b>	<b>24</b>	<b>100</b>

Table 4.1 indicates that 16 respondents representing 67% were males while 8 respondents representing 33% were females. The result implies that more males participated in the study than their female counterparts.

### **4.3 Highest Educational Qualification**

The highest educational qualification of respondents was analysed. This was to find out respondents' educational level attained. Table 4.2 shows the type of qualification used to assess the educational level of participants

**Table 4.2: Highest Educational Qualification**

<b>Qualification</b>	<b>Frequency</b>	<b>Percentage</b>
Bachelor's Degree	10	42
Master's Degree	14	58
<b>Total</b>	<b>24</b>	<b>100</b>

The results showed that the participants who have attained Master's degree qualification were more than participants with Bachelor's degree qualification. Master's degree holders were 16% more than the Bachelor's degree holders

Table 4.2 indicated that 10 respondents representing 42% were holders of the Bachelor's Degree while 14 respondents representing 58% were holders of the Master's Degree. The result implies that majority of the respondents were holders of Master's Degree and therefore are professional teachers to give rich information for the success of the study.

#### 4.4 Length of Service

Table 4.3 below shows the length of service of respondents in the teaching profession.

**Table 4.3: Number of Years in the Teaching Profession**

<b>Length of Service</b>	<b>Frequency</b>	<b>Percentage</b>
1-5 years	2	8
6-10 years	4	17
11-15 years	8	33
16 years and above	10	42
<b>Total</b>	<b>24</b>	<b>100</b>

The results showed that few participants have up to 5 years teaching experience compared to those with more than 6 years teaching experience. Majority of the respondent teachers has 16 or more years of teaching experience, representing 42% of the entire teachers who took part in the study. Teachers with 11 to 15 years teaching experience were 9% less than teachers with 16 or more years teaching experience and 16% more than teachers with 6 to 10 years teaching experience at the various schools considered for this study. The result means that respondents were matured and experienced to provide information for the success of the study.

#### **Analysis of Respondents Response to the Interview guide**

The key questions on the interview guide used to collect data are discussed as follows.

#### **Question 1: What are heads experiences on the effectiveness of the implementation of the Free Senior High School policy at Kwabre East Municipality?**

To deal with the research question two above, the respondents were asked to discuss heads experiences on the effectiveness of the implementation of the Free Senior High School policy. It was observed from the discussions that most of the views expressed by the interviewees attributed to the effectiveness of programme. On

financial resources provided and used for implementing the Free Senior High School policy, this was what Head E had this to say:

*“The government allocates funds for effective implementation of the free senior high school policy which is helping to increase access and enrolment in senior high school education”*

An Assistant head A Administration also had this to say:

*“Through the implementation of the free senior high school policy, the government of Ghana has been providing all financial obligations of parents to the school in order for the policy to be effectively implemented to achieve its aims”*

The result means that financial resources are provided and used for implementing the Free Senior High School.

On availability of instructional materials for implementing the free senior high school policy, most of the interviewees indicated that provision of instructional materials for the schools as part of the implementation of the policy contributed to the success of the policy. Head F had this to say:

*“The government provides senior high schools with instructional materials for teachers to use for the effectiveness of the free senior high school policy”*

Assistant head E also had this to say:

*“In fact, the government has done well in providing all government assisted senior high schools with various instructional materials for the effectiveness of the free senior high school policy implementation in the teaching and learning process”*

The result means that instructional materials are provided for implementing the Free Senior High School.

On adequacy of trained teachers and availability of classrooms for implementing the Free Senior High School policy, almost all the interviewees asserted that additional trained teachers were recruited to cope with the pressures of the additional classes created as a result of the free senior high school policy and this contributed to the effectiveness of the policy implementation. For example, head B stated that:

*“The government hired additional professional teachers to man additional classrooms created because of the increase in students’ enrolment to make the free senior high school programme effective”*

An Assistant head F Academic had this to say:

*“As part of the effective implementation of the free senior high school policy, the government of Ghana recruited extra professional teachers to cope with the increase in students’ enrolment which needed additional classrooms for the success of the policy”*

The result means that trained teachers and classrooms are available for implementing the Free Senior High School.

On adequacy of infrastructure for implementing the Free Senior High School policy, almost all the interviewees were of the view that infrastructure were provided to cope with additional classrooms needed due to improved student’s enrolment. Majority of the interviewees also mentioned that schools made sure teachers were

assigned only their area of specialization for effective teaching and learning. Head D had this to say:

*“In order to ensure the effectiveness of the free senior high school policy, teachers were assigned to teach in their area of specialization”*

An Assistant head C Academic had this to say:

*“Teachers were made to teach only on their areas of specialization so as to impart useful and more understanding knowledge and information to students for the effective implementation of the free senior high school policy”*

The result means that infrastructure is provided for implementing the Free Senior High School.

**Research question 2: What are heads experiences on the benefits of the implementation of the free senior high school policy at Kwabre East Municipality?**

To deal with the research question one, the respondents were asked to discuss heads experiences on the benefits of the implementation of the free senior high school policy. From the discussions, it was observed that almost all the interviewees were of the view that the implementation of the free senior high school policy increased students’ enrolment and in effect, created employment for unemployed teachers and farmers which was one of the major benefits of the implementation of the free senior high school policy for local farmers. Head A said:

*“In fact, the government of Ghana has done very well for implementing the free senior high school policy as it has tremendous benefits including creating employment for various unemployed teachers and also taking off parents’ obligation of paying school fees”*

The result means that employment is created for recruitment in the implementation of the free senior high school policy

An Assistant head B , Academic had this to say:

*“The implementation of the free senior high school policy has brought a lot of relief for parents in their quest to educate their children in the senior high school level as the burden of school fees are off their shoulders”*

Head C also remarked that:

*“The implementation of the free senior high school policy has helped to increase students’ enrolments and equitable access to senior high school education as parents are able to send their children to school if they actually pass the BECE because the government foots all bills of students”*

The result means that students enrolment is increased due to the implementation of the free senior high school policy.

An Assistant head D Administration also had this to say:

*“The implementation of the free senior high school policy has brought about recruitment of additional teachers who were hitherto, roaming about the street without proper employment after completing their courses of study on education in the various universities, so it is a laudable idea”*

The result means that additional teachers are recruited to reduce teacher unemployment in the implementation of the free senior high school policy.

An Assistant head C Domestic stated:

*“The burden of some parents not able to pay their wards fees have been eased and as such, most parents could use the school fees money to do others things in support of their children’s education and enable more of their children who would not have been in school can now attend school”*

Head D also said:

*“The implementation of the free senior high school policy has helped parents to use their monies on other things needed by the family as students attend senior high schools free of charge without paying school fees”*

An Assistant head E Administration indicated:

*“The implementation of the free senior high school policy has enabled parents with poor socio-economic background to have their children access to senior high school education as school fees payment has been a thing of the past”*

The result means that the free senior high school policy enables parents with poor socio-economic background to have their children access to senior high school education.

Head E commented:

*“The implementation of the free senior high school policy has helped local farmers who produce food items to have ready market as the scheme buys from them directly”*

The result means that the free senior high school policy helps local food produce to have ready market.

**Question 3: What are heads experiences on the factors militating against effective implementation of the Free Senior High School policy at Kwabre East Municipality?**

To deal with the research question mentioned above, the respondents were asked to discuss heads experiences on the factors militating against effective implementation of the Free Senior High School policy. It was observed from the discussions that most of the interviewees mentioned that a lot of factors militated against the smooth implementation of the free senior high school policy. This was what An Assistant head B Domestic said:

*“In actual fact there is infrastructure deficit due to the implementation of the free senior high school policy in many schools including my school which has been a problem for all heads, assistant heads and all the teachers”*

On how funds are released for the implementation of the Free Senior High School policy, all the interviewees indicated that fund are not released on time, affecting the effective implementation of the policy. Head A stated:

*“There are delays in releasing funds for the running of the schools which is hindering the effectiveness of the implementation of the free senior high school policy in my school”*

An Assistant head D Administration also stated:

*“Release of funds for the implementation of the free senior high school policy normally delays and thereby affects especially payments to food suppliers and other material resources needed for the smooth implementation of the policy”*

Head B had this to say:

*“We the heads are suffering as at times we have to find money for the implementation of the free senior high school policy due to the delays in the release of funds”*

The result means delay in releasing funds is one of the factors that affected the effective implementation of the free senior high school policy.

On adequacy of teaching and learning materials in the implementation of the Free Senior High School policy, most of the interviewees mentioned that there was insufficient teaching and learning materials for the implementation of the free senior high school policy in many schools. Head A said:

*“As a head, I sometimes I have to improvise teaching and learning materials for effective implementation of the free senior high school policy due to its inadequacy”*

An Assistant head F Academic indicated:

*“There exists some teaching and learning materials but no enough for all the teachers in my school which is affecting effective teaching and learning in the free senior high school policy implementation”*

Head C indicated:

*“Seriously a lot of heads face this problem of insufficient teaching and learning resources which is very disturbing”*

The result means that adequacy of teaching and learning materials in the implementation is one of the factors that affected the effective implementation of the free senior high school policy.

Inadequate human resource was one of the factors majority of the interviewees stated is affecting the free senior high school policy. Head C had this to say:

*“It is my view that due to large enrolment in the implementation of the free senior high school policy, there is the need for additional teachers since teachers already at post are insufficient to teach the additional classes needed”*

Again, the interviewees were generally of the view that workload of heads is one of the factors militating against effective implementation of the free senior high school policy. An Assistant head B Administration indicated:

*“In my opinion, the workload of heads has been increased due to the increase in enrolment and its attendant increase in the number of classes and teachers to be in charge of the additional classrooms”*

Head E had this to say:

*“The increase in enrolment and the recruitment of additional teachers have brought a lot of pressure on the responsibilities of heads”*

The result means that inadequate human resource is one of the factors that affected the effective implementation of the free senior high school policy.

Also, lack of community support for the policy implementation was one of the factors that majority of the interviewees expressed affected the success of the policy at the Municipality level. An Assistant head Domestic indicated:

*“I think that the lack of community support is a contributing factor affecting the policy implementation as due to increased enrolment and recruitment of additional teachers, there may be the need for additional residential accommodation which the community can help in that regard”*

Head F had this to say:

*“The opinion leaders in the community are of the view that the implementation of the free senior high school policy is the sole responsibility of the government and so do not provide financial or other support”*

The result means that lack of community support for the policy implementation is one of the factors that affected the effective implementation of the free senior high school policy.

On insufficient training of teachers prior to implementation of the policy, most of the interviewees mentioned that training of teachers prior to the implementation of the free senior high school policy was not adequate. Head A had this to say:

*“Teachers existing in our senior high schools were not prepared well for the take-off of the implementation of the free senior high school policy”*

An Assistant head A Academic stated:

*“Teachers already teaching in senior high schools before the implementation of the free senior high school policy were not given adequate in service training on the new policy leading to implementation gap”*

The result means that insufficient training of teachers prior to implementation is one of the factors that affected the effective implementation of the free senior high school policy.

On the adequacy of furniture for the schools, almost all the interviewees indicated that it was one of the factors that affected the effective implementation of the free senior high school policy. An Assistant head Administration stated:

*“Many schools including my school experience inadequate furniture as a result of increased in students’ enrolment due to the implementation of the free senior high school policy”*

Head D had this to say:

*“Heads experienced insufficiency of furniture such as desks, tables and chairs due to increased enrolment which subsequently increased classroom facilities and teacher population”*

The result means that adequacy of furniture for the schools is one of the factors that affected the effective implementation of the free senior high school policy.

**Question 4: What strategies can be employed to manage the factors militating against effective implementation of the Free Senior High School policy at Kwabre East Municipality?**

To deal with the research question mentioned above, the respondents were asked to discuss strategies that can be employed to manage the factors militating against effective implementation of the Free Senior High School policy. It was observed from the discussions that there are a lot of strategies that can be adopted to improve implementation of the Free Senior High School policy. An Assistant head C Domestic stated:

*“In my view the provision of additional health support services due to increased enrolment and additional teachers would go a long way for effective implementation of the free senior high school policy”*

All the interviewees were of the view that the prompt release of funds will help improve the policy implementation. An Assistant head Administration also stated:

*“I think prompt release of funds for use by heads to pay all overhead charges would enable heads to implement the free senior high school policy effectively”*

Head C also had this to say:

*“We the heads of senior high schools have to at times pre-finance the free senior high school policy due to delays in the release of funds so prompt and timely release of funds will augur well for effective implementation”.*

The interviewees also asserted that the provision of adequate teaching and learning materials was a good strategy to manage some militating factors against the effective implementation of the free senior high school policy. An Assistant head Academic had this to say:

*“I am of the conviction that provision of adequate teaching and learning materials for the various senior high schools to use in the teaching and learning process on time could facilitate effective implementation of the free senior high school policy”*

Head F had this to say:

*“Due to the increase in enrolment, heads experience shortage of teaching and learning materials for effective implementation of the free senior high school policy”*

Head B also stated:

*“In many occasions teachers have to use their meagre salaries to improvise teaching and learning materials as a result of its scarcity”*

On how teachers meet the increased student population for effective implementation of the Free Senior High School policy, almost all the interviewees asserted that it required additional teachers to be provided to cope with the increased student population. An Assistant head Administration had this to say:

*“The provision of adequate teachers through the recruitment of additional teachers to meet the over increasing student population would go a long way to improve the effectiveness of the implementation of the free senior high school policy”*

Heads E had this to say:

*“In fact, heads of senior high schools need additional teachers for effective implementation of the free senior high school policy since student’s population have been increased”*

On involvement of the community and stakeholders to support implementation, majority of the interviewees stated that it was a good strategy to improve the effectiveness of the implementation of the free senior high school policy. An Assistant head Domestic indicated:

*“The involvement of the community and stakeholders to support the implementation of the free senior high school policy at the Municipality level would facilitate effective implementation of the free senior high school policy”*

Head also A had this to say:

*“It is important to involve community and stakeholders for effective implementation of the policy rather than the “can do” stand of the government which have brought a lot of challenges in implementation”*

Again, it was unanimously stated by all the interviewees that the government should recruit additional fully prepared trained teachers towards the implementation of the policy for effective implementation. An Assistant head C Academic stated:

*“In my opinion, the recruitment of additional fully prepared and well trained teachers towards the implementation of the free senior high school policy could facilitate its effectiveness”*

Head F expressed this view when interviewed:

*“There is no dispute about the fact that prior training of teachers at post before implementation of the free senior high school policy will enable teachers to know what to do for its effectiveness”*

Also, almost all the interviewees were of the view that the provision of adequate classroom facilities could facilitate the effectiveness of the implementation of the free senior high school policy. An Assistant head Administration had this to say:

*“The provision of sufficient classroom facilities to deal with the increase in students’ population due to the implementation of the free senior high school policy could facilitate its effectiveness”*

When respondents were asked if the in-service training for teachers is a strategy for the effective implementation of the free senior high school policy, the interviewees stated it is a good strategy to adopt for the policy to be successful. An Assistant head Academic stated:

*“The provision of adequate in-service training for teachers in the various schools on effective implementation of the free senior high school policy could be a good strategy to manage some of the challenges confronting the effective implementation of the free senior high school policy”*

Head C also indicate:

*“The provision of additional furniture resources due to increased student and teacher enrolment is paramount for effective implementation of the free senior high school policy”*

## **CHAPTER FIVE**

### **RESULTS AND DISCUSSIONS**

#### **5.0 Introduction**

This chapter presents the discussion of results in relation to the objectives of the study. The aim of this study is to investigate the managerial experiences of heads of second cycle schools in the implementation of the free senior high school policy in the senior high schools within the Kwabre East Municipality of the Ashanti Region of Ghana.

#### **5.1. Results Discussion in Relation to the Objective**

To carry out this study into the managerial experiences of heads of second cycle schools in regards to the implementation of the free senior high school policy, a number of objectives were set. There have been significant changes in the educational system in Ghana especially in the second cycle level in recent years with lots of reforms and reclassifying the second cycle schools as part of the basic education system in Ghana. The free senior high school policy was introduced paving the way for more students to be enrolled into the senior high school despite the lack of infrastructure, learning and teaching materials to cope with the increased in student numbers. More teachers were recruited to meet the teacher shortfalls and more infrastructural projects were initiated at the various senior high schools for the success of the free senior high school policy implementation.

The result is discussed in relation to the objectives set out for this study and these are presented as follows

## **Heads experiences on the effectiveness of the implementation of the Free Senior High School policy.**

The study revealed that financial resources were provided for the schools to ensure the effectiveness of the implementation of the free senior high school policy. As part of the government quest to enable its flagship programme of free senior high school policy to be successful, the government ensured that the finance to run the schools were made available to the Ghana Education Service to run the various schools. The heads interviewed ascertain that they received funds from the government to run the schools. The dispersing of the financial resources for the schools has ensured the effectiveness of the implementation of the free senior high school policy. During the interview, most of the interviewees mentioned that the schools used the funds allocated to them for the effectiveness of the programme.

The study found that instructional materials were provided to ensure the effectiveness of the implementation of the free senior high school policy. The success of the policy the study found was hinged on having instructional materials the teachers will need for their teachings. The heads interviewed revealed that instructional materials were provided to them. This ensured the smooth running of the schools and teaching was effective. During the interview, majority of the interviewees opined that schools are provided instructional materials for the effectiveness of the programme.

The study established that additional trained teachers were recruited to cope with the increased enrolment and creation of additional classes to ensure the effectiveness of the implementation of the free senior high school policy. The student population increased in the first year of the policy implementation and this created extra classes in all the schools that needed extra teachers to fill the teacher shortage. During the

interview, majority of the interviewees stated that new trained teachers recruited contributed immensely to the effectiveness of the policy as these additional teachers dealt with the additional classes due to high enrolment.

The study further revealed that infrastructure was provided to cope with increase in enrolment and creation of additional classes to ensure the effectiveness of the implementation of the free senior high school policy. As the student numbers swell as a result of the free school policy, there was the need for infrastructure to cope with the student population and the government tackled it with all seriousness in all schools in the country to ensure the effectiveness of the implementation of the free senior high school policy.

Teachers were assigned only their area of specialisation for effective teaching to ensure the effectiveness of the implementation of the free senior high school policy the study found. The free school policy came with different reforms to the second cycle school level of education in the country and with it came with policy that ensured each teacher was assigned to teach the subject of their specialisation to ensure effective teaching and learning to meet the national agenda of producing graduate for the country's industrialisation drive. During the interview, majority of the interviewees mentioned that schools made sure teachers were assigned only their area of specialisation for effective teaching and learning.

The results are in line with Hargreaves (2001) capital theory statement on school effectiveness, that to accomplish the products of the free senior high school education approach, there is the requirement for schools to have a persuading legitimisation to raise financial resources. The fundamental focal point of the theory is concerning the outcomes accomplished by the programme. Different outcomes, for example, improved academic performance will be acknowledged the extent that

resources are accessible. Ultimately, where the correct resources and structures are built up, educators would be persuaded to emit their best to accomplish desired outcomes. Drawing from the Capital theory of school viability, this study contends that builds up that actualising the free SHS policy in Ghana would be effective dependent on the accompanying elements: accessibility of school accounts from the government; students' enrolment, accessibility of trained teachers, accessibility of physical facilities or structure and, community involvement in the usage of the policy. The study contends to accomplish quality of education is depended on these elements which are the independent variables.

### **Benefits of the implementation of the Free Senior High school policy from the heads perceptive**

The study revealed that increase in teacher recruitment was one of the benefits of the implementation of the free senior high school policy. The teachers in the schools prior to the policy implementation was not enough for the additional classes the policy created as result of the increase in student numbers. The government foresee that teacher numbers has to increase if the policy has to succeed and therefore embarked on a nationwide recruitment drive to recruit more teachers into the second cycle schools. This recruitment drive benefited over 5,000 trained teachers into the teaching profession at the secondary school level. During the interview almost all the interviewees were of the view that the implementation of the free senior high school policy increased students' enrolment and in effect created employment for the unemployed teachers. The result is in line with Asumadu (2019) position that there is the need for additional teacher recruitment to augment existing teachers due to increased student population.

The study also found that increase in students' enrolment was one of the benefits of the implementation of the free senior high school policy. The result found that the removal of fee paying from the senior high school level which was a major hindrance for many potential students to continue their education after completing junior high school helped in the increased student's enrolment in schools. Some senior high school which normally would have low students enrolment each year suddenly had a spike in the student enrolment to the point of not able to cope with the existing infrastructure in the schools. The policy helped these schools that have seen low numbers of student population year in year out to compete with the top-rated schools as more infrastructure project was initiated at the schools. The policy enabled students with low grades to attend high rated schools and students with good grades to attend schools that may not necessarily have attracted these good students and thereby improving the schools' academic performance. During the interview, almost all the heads indicated that the implementation of the free senior high school policy helped to increase students' enrolment in schools. The result is in tandem with Asumadu (2019) assertion that the implementation of the free senior high school policy brought about increase in students' enrolment thereby enabling more students to have senior high school education.

It was again revealed that easing the burden of school fees on parents was one of the major benefits of the implementation of the free senior high school. These enable families to send more of their children to senior high schools. During the interview session almost all the interviewees were of the view that the implementation of the free senior high school policy enabled parents to send their wards to senior high schools as the burden of fees paying were absorbed by the government. The result is in conformity with Chanimbe (2019) statement that the implementation of the free

senior high school policy eased the burden of school fees payment as the government took that responsibility from parents and guardians.

Another benefit the study found was the equitable access to senior high school education for all children of secondary school going age due to the free school policy implementation. This policy allowed the continuous progression of about 98% of the students who completes junior high school and qualifies to be admitted to the senior high schools of their chosen creating equitable opportunity for all due to its free nature. This study findings collaborates with Asumadu (2019) study that found that students who pass their Basic Education Certificate of Examination (BECE) examination had equitable access to senior high school education because it is free for all.

The easing of other financial obligations on parents was one of the benefits of the implementation of the free senior high school policy that this study found. This enabled families to have extra disposal cash to adequately support the children in the secondary school and also able to fund their pre-secondary school education this finding is in consonance with Chanimbe (2019) study finding which states that the implementation of the free senior high school policy helps in relieving parents of other financial obligations as a result of government absorbing all financial obligations in senior high school education. In the interview session almost all the interviewees opined that the implementation of the free senior high school policy took off other financial obligations on parents as the government paid every bill.

The increase in the production of local food was one of the major benefits of the implementation of the free senior high school policy. The free education policy came with free boarding with free meals for boarding and free launch for day students throughout the semester. The government agency Buffer stock assigned to supply the

food to all schools source the foods from local market/farmers for onward distribution to the schools. This has resulted in the promotion of local food produce that has been beneficial to the local farmers across the country. When the interview was conducted, it was clear from all the interviewees that the free senior high school policy has helped local food producers as the policy stressed on purchasing local food for the scheme. Asumadu (2019) in his study also stressed that the policy of free senior high school has encouraged local food production and use as the scheme was aimed at using more local food than imported foods.

### **Heads experiences on the factors militating against effective implementation of the Free Senior High School policy.**

The study revealed that inadequate infrastructure was a factor militating against effective implementation of the free senior high school policy. When the policy was implemented in the first year, there were lack of infrastructure to accommodate the increase numbers of student enrolment. This made the policy faced some challenges which was quickly addressed by changing the academic calendar that allows the first-year students to attend all year-round schooling for schools with fewer seats than students interested in attending that includes schools in the Kwabre Municipality selected for this study. For the most of the schools in the country including all schools in the Kwabre Municipality, students were assigned “green” or “gold” track and alternated attending school 11 weeks at a time with vacation breaks in between while the infrastructure deficiency was been addressed vigorous by the government. This alternating school attending continued each year as the student numbers increased until the infrastructure became enough to cope with the student numbers which took most of the schools from the school alternating system to normal schooling system prior to the policy implementation. The result found that inadequate

infrastructure is one of the factors militating against effective implementation of the free senior high school policy. During the interview section, most of the interviewees mentioned that there was infrastructure deficit due to the implementation of the free senior high school policy in many schools which were been addressed by the government through the ministry of education.

The study also found that delay in the release of funds was a factor militating against effective implementation of the free senior high school policy. Funds that were needed to support the schools were not dispersed to the school on time to cope with the extra burdens brought to schools as the result of the policy implementation. Because the schools were not allowed to charge any form of fees, the schools faced challenges when the funds were not coming as expected. The situation the study found was addressed by the government as the policy years progressed to the point the funds are dispersed on a regular basis. The result found that delay in the release of funds is one of the major factors militating against effective implementation of the free senior high school policy as the schools were struggling with the funds which were threatening the policy success. During the interview section, almost all the interviewees indicated that funds for the implementation of the free senior high school policy normally delay. Asumadu (2019) in his study also found that the free senior high school policy was challenged by inadequate infrastructure, teaching and learning materials, delay in the payment of funds to schools and the absence of sufficient educational facilities.

The study again revealed that inadequate teaching and learning materials was a factor militating against effective implementation of the free senior high school policy. Because the free school policy increased the student numbers, there were inadequate teaching and learning materials for each student attending the school and

this brought about challenges to teaching and learning the schools. This situation the study found was compounded by the change of syllabus as part of the educational reforms where teaching and learning materials were not readily available to aid in the teaching and learning in the schools. When teaching and learning materials were provided to the schools, teaching and learning was enhanced across all schools in the country. The study found that inadequate teaching and learning materials was one of the factors militating against effective implementation of the free senior high school policy. During the interview section, most of the interviewees mentioned that there was insufficient teaching and learning materials for the implementation of the free senior high school policy in many schools. Asumadu (2019) found that the free senior high school policy was challenged by teaching and learning materials, and the absence of sufficient educational facilities during the early years of the policy's implementation.

Inadequate human resources the study found was a factor militating against the effective implementation of the free senior high school policy. Aside the additional teachers that were recruited for the schools, additional school support staff were required to support the increase in the student numbers and the additional classes created which were not readily available. The lack of additional support and administrative staff for the schools was hindering the free senior high school policy effectiveness as the study found. During the interview section, all the interviewees were of the view that due to large enrolment in the implementation of the free senior high school policy, there is the need for additional teachers and support staff since teachers and support staff already at post were insufficient to teach and support the additional classes created. The result is in tandem with Hargreaves (2013) who asserted that heads of senior high schools experience insufficient human resource to

cope with the rising enrolment of students due to the implementation of the free senior high school policy. There is also insufficiency of logistics and other instructional materials for the schools that the study found.

It was also found that increased workload of heads was a factor militating against effective implementation of the free senior high school policy. The heads were confronted with increase in the student numbers, additional teachers and support staff to manage including supervising on site infrastructural projects springing up in the various schools which presented other challenges to the heads and increased their workloads. The workloads increase for the heads was something that could distract the heads from concentrating more on the effective monitoring of the policy implementation. The study found the heads were able to cope with the workloads since some of their duties and responsibilities were assigned to their assistant heads. The increase workload of the heads of the schools was found to be one of the factors militating against effective implementation of the free senior high school policy monitoring at the individual schools. During the interview section, most of the interviewees opined that the workload of heads has been increased due to increase in enrolment and its attendant increase in classes and teachers including additional support staff.

The study further found that lack of community support was a factor militating against effective implementation of the free senior high school policy. The communities where the schools are situated play a major role in the running of the schools. Community support provides some sort of security for the students and staff of the schools as well as supporting the schools with some infrastructural projects that the schools appeal to communities to assist. In many cases, the schools board of directors includes the community leaders and this makes it essential that getting the

community support very important. Consultations were done prior to the policy implementation but the communities felt not enough consultations were done in the community level where the schools are situated during the consultation process and hence, they were reluctant to give maximum support to the schools within their communities. The result showed that lack of community support was one of the factors that could militate against the effective implementation of the free senior high school policy. During the interview section, almost all the interviewees mentioned that there was lack of support from the community in the implementation of the free senior high school policy in many schools. The result is in consonance with the World Bank (2012) report that indicates that communities have the duty to provide support in the implementation of the free senior high school policy. Therefore, community support in the provision of infrastructure and other logistics needed in the implementation of the free senior high school policy due to increased students' enrolment and increase in human resource cannot be overemphasized.

It was revealed that insufficient training of teachers prior to implementation of the free school policy was a factor militating against effective implementation of the free senior high school policy. Even though the schools did not have enough train teachers to cope with the student numbers due to the free school policy, the teachers were not trained enough to prepare them for the policy implementation. The government concentration was focused on getting all qualified students to a school and getting the schools to run smoothly with the limited infrastructure and therefore, lost focus on teacher training to meet the challenges teachers faced due to the free school policy implementation. Training was provided to the teachers but the teachers felt it was not enough judging from the scale of the policy that was set to increase the teachers' responsibilities. The result showed that insufficient training of teachers prior

to the policy implementation was found to be one of the factors militating against the success and effective implementation of the free senior high school policy. During the interview section, most of the interviewees mentioned that training of teachers prior to the implementation of the free senior high school policy was not adequate. The result is consistent with Okumbe (2011) statement that the implementation of free secondary education in Kenya brought about school heads experiencing various authoritative difficulties, such as, lack of books and hardware; undeveloped and half prepared teachers who only here and there remain long; and scarcely any supporting administrations particularly health services.

The study found that inadequate furniture was a factor militating against effective implementation of the free senior high school policy. The increase in student population resulted in the creation of additional classes with few classrooms and chairs available to meet the increase in the student population in the schools. Before the implementation of the policy, there were few pockets of challenges with some schools with furniture challenges which the government through the education ministry was addressing but the free school policy compounded these challenges with many of the schools in the country. The inadequate furniture challenges and the lack of classrooms contributed to the all-year-round school system introduction that made use of the existing infrastructure which may have been left empty during school vacations but was fully utilised with the all-year-round system for school activities. The inadequate furniture at the schools was a major factor militating against effective implementation of the free senior high school policy. During the interview section, most of the interviewees stated that schools experienced inadequate furniture challenges as a result of the implementation of the free senior high school policy. The result confirms Okumbe (2011) assertion that the implementation of free

secondary education in Kenya brought about school heads experiencing various authoritative difficulties like, deficient and severely built school structures, absence of legitimate school furniture especially work areas; poor or once in a while non-existent upkeep and fixes and poor communications.

**Strategies to manage the factors militating against the effective implementation of the Free Senior High School policy.**

The study identified that the provision of additional health support services was a good strategy to manage the factors militating against effective implementation of the free senior high school policy. The policy implementation increased the student population and that increase the pressure on the existing health facilities in schools to cope with any outbreak of disease in the school. Additional health support was required to manage the health situation of the increase student population so that it can handle any disease outbreak so the schools will not be closed in the event of an outbreak that affect the academic year. The study showed that provision of additional health support services is one of the strategies required to manage the effective implementation of the free senior high school policy. During the interview section, almost all the interviewees stated that provision of additional health support services would go a long way for effective implementation of the free senior high school policy

It was found that prompt release of funds to schools was a strategy to manage the factors militating against effective implementation of the free senior high school policy. The study found that government funds were not released regularly to the schools to manage the schools' day to day activities. These created challenges for the heads of the schools to even acquire essential things for the smooth running of the schools. Most of the schools even went to the extent of appealing to the old students'

associations (if existed) of the school or individuals in the society to help with some items, goods or service to enable the schools to function. It was a challenge to the schools which at times required urgent response as schools run of funds. The study found that the prompt release of funds to the schools was one good strategy to manage the effective implementation of the free senior high school policy. During the interview section, almost all the interviewees agreed that the prompt release of funds to schools could facilitate effective implementation of the free senior high school policy.

It was again found that provision of adequate teaching and learning materials was a strategy to manage the factors militating against effective implementation of the free senior high school policy. Teaching and learning materials availability for all schools was essential for the free school policy to be successfully. The study found that teaching and learning materials were not enough for all the student population as well as the teachers in the schools for effective teaching and learning in the various schools. Reforms were going on in the second cycle schools with limited teaching and learning materials to go with the educational reforms. The study found that the provision of adequate teaching and learning materials was of the strategies to manage the effective implementation of the free senior high school policy. In the course of the interview, almost all the interviewees established that provision of adequate teaching and learning materials could facilitate effective implementation of the free senior high school policy.

It was found that provision of adequate teachers to meet increased student population was a strategy to manage the factors militating against effective implementation of the free senior high school policy. The student population increase beyond what the individual schools could accommodate when the free school policy

was implemented by the government and this created additional classes with less teachers to teach in each class. Because of the lack of infrastructure and inadequate teachers in the schools to cope with the increase in student population, the government introduced “green” and “gold” streams all year-round schooling to maximum the existing infrastructure and inadequate teachers in the schools while the ministry of education through the Ghana Education Service resolves the challenges. Additional teachers, the study found were recruited to support the teachers already in the secondary schools but was still not enough as the student population continue to increase every year of the free school policy running. The study found that provision of adequate teachers to meet increased student population was one of the strategies to manage the implementation of the free senior high school policy. In the course of the interview, almost all the interviewees agreed that provision of adequate teachers to meet increased student population could facilitate effective implementation of the free senior high school policy.

The study also found that the involvement of the community and stakeholders to support the implementation was a good strategy to manage the factors militating against effective implementation of the free senior high school policy. The community where the schools are situated and stakeholders ‘engagement and support for the schools was essential to the policy’s success. The study found the policy implemented engaging all stakeholders on the policy will achieve general consensus and agree on the funding mechanism and the direction to take for the free senior school policy sustainability for long term. Community engagement and support for the schools will serve a good purpose for providing security for the entire school population and makes the school population also feel comfortable to go about their normal business, this the study found. The study found that the involvement of the

community and stakeholders to support the free school policy was one of the strategies to manage the implementation of the free senior high school policy. During the interview section, almost all the interviewees mentioned that involvement of the community and stakeholders could facilitate effective implementation of the free senior high school policy.

The study found that recruitment of additional fully prepared trained teachers for the policy implementation was a strategy to manage the factors militating against effective implementation of the free senior high school policy. When the policy was implemented for the first time, teacher population was not enough to meet the increased student population and the additional classes created for effective teaching in the schools. Even though over 5,000 teachers were recruited but that was still not enough to cope with the ever-increasing student population every year. The government over the years has continued to recruit new trained graduate teachers to fill the teacher shortage gap to cope with the increase in the student numbers but more is needed to meet the required teacher-student ratio to an acceptable level. The study identified that the recruitment of additional fully prepared trained teachers for the free school policy success was one of the strategies to manage the effective implementation of the free senior high school policy. During the interview section, most of the interviewees opined that recruitment of additional fully prepared trained teachers for the free school policy could facilitate effective implementation of the free senior high school policy.

It was found that the provision of adequate classroom facilities was a strategy to manage the factors militating against effective implementation of the free senior high school policy. As the student population increased due to the policy implementation, extra classes were created with no classroom facilities in many of the

schools to accommodate the additional classes. Finding additional classes for the extra student population in the schools was a challenge to the free school policy implementation and needed to address urgently. The study found that infrastructure projects has been initiated and some completed in the schools by the government to create additional classrooms to accommodate the students, but more classrooms are still needed to accommodate the students to meet the yearly increase in the student population nationwide. The study found that the provision of adequate classroom facilities was one of the strategies to manage effective implementation of the free senior high school policy. During the interview section, almost all the interviewees stated that the provision of adequate classroom facilities could facilitate the effective implementation of the free senior high school policy.

The study revealed that the provision of adequate in service training for teachers - was a strategy to manage the factors militating against effective implementation of the free senior high school policy. The study found that the teachers in the schools were of the view that not adequate training and preparation were given to them prior to the policy implementation in order to be fully prepared to adapt to the new changes and challenges associated with the free school policy implementation. The continuous training and workshops or seminars for the teachers to enhance their teaching and administration skills is key for the development of the teachers for effective teaching of the students in the schools for the success of the policy which the study identified. Regular in service training for the teachers to upgrade their teaching skills with new teaching methods and the use of technology in teaching was one of the key strategies to manage the implementation of the free senior high school policy and sustain the quality of the senior high school education. During the interview, almost all the interviewees were of the opinion that the provision and

continuous as well as sustainable in-service training for teachers could facilitate effective implementation of the free senior high school policy.

The study finally found that provision of adequate furniture resource was a strategy to manage the factors militating against effective implementation of the free senior high school policy. Inadequate furniture at the schools to meet the increase student numbers will be a serious setback for the free school policy as students may have to share desks in the classrooms that may hinder effective teaching and learning. The study found that the government through the years of the free school policy has provided more furniture to the schools as new classroom block projects were completed and use for teaching and learning. The provision of the furniture by the government may not be adequate to keep up with the rate at which new classroom block projects are completed and made ready for use by the schools to keep up with the student numbers each year. The study found that the government keeping the supply of adequate furniture going and on a regular basis to the schools is one of the strategies to manage the effective implementation of the free senior high school policy. In the course of the interview, almost all the interviewees agreed that provision of adequate furniture resource is a major contributing factor that could facilitate effective implementation of the free senior high school policy.

The results are in line with Okumbe's (2011) assertion that notwithstanding the laudable and various benefit of implementing free senior high school policy, there are inherent challenges, and that one of the strategies to improve the implementation of free Senior High School policy is the provision of health support services. The free Senior High School policy has challenges and in other to manage them there is the need to provide adequate infrastructure, teaching and learning materials, prompt payment of funds to schools and sufficient education facilities (Imurana et. al., 2014).

The provision of sufficient instructional materials could help improve teaching and learning and sustain the quality of the free Senior High School education.

The effective involvement of the community in the improvement of schools is another strategy to that could be used to manage the challenges in the implementation of the free Senior High School policy (Hargreaves, 2013) Teachers also need to be trained to keep up with the educational forms happening in the country, developed their skills, learn new teaching skills and the use of technology in teaching to continue to sustain the quality of the free senior high school and also be able to appreciate the importance of the free school policy and work towards embracing the additional responsibilities on teachers as a result of the policy.

The provision of adequate classroom facilities and furniture resources will all go a long way to enhance teaching and learning in the senior high schools as the policy implementation to continues over the years

## **CHAPTER SIX**

### **SUMMARY OF FINDINGS, CONCLUSIONS AND RECOMMENDATIONS**

#### **6.0 Introduction**

This chapter discuss the summary of the study and the key findings drawn from the study to address the research questions. It also discusses recommendations based on the findings and give recommendation for further study.

#### **6.1 Summary**

The study was conducted to investigate managerial experiences of heads in implementing the free school high school policy in Senior High Schools at Kwabre East Municipality of the Ashanti Region of Ghana. The objectives of the study were to find out heads' experiences on the benefits of the implementation of the Free Senior High school policy at Kwabre East Municipality, ascertain heads' experiences on the effectiveness of the implementation of the Free Senior High School policy at Kwabre East Municipality, establish heads' experiences on the factors militating against effective implementation of the Free Senior High School policy at Kwabre East District and identify strategies to manage the factors militating against effective implementation of the Free Senior High School policy at Kwabre East Municipality.

A case study design was adopted using the qualitative approach to find answers to the research questions by allowing respondents within the case study setting to air their views.

The population for the study comprises all heads and assistants of public senior high schools. The accessible population was six heads and 18 assistant heads in the six public senior high schools. Census sampling technique was used to select the schools, heads and assistant heads. Interview guide were used for the study. constant comparative method of analysis of the data obtained was carried out and discussed.

## **6.2 Key Findings**

For this study a number of key questions were set to achieve the study aim and objectives. In answering the research questions with the key findings of this study, each study objectives set was addressed. Addressing the research questions with the key findings, a summary of the answers to the research questions have been provided as follows:

### **1. What are the benefits of the implementation of the free senior high school policy?**

The study found a number of benefits as a result of the implementation of free senior high school policy across the country. The benefits includes increased in teacher recruitments allowing unemployed teachers to find work, increased in students enrolment allowing more students to get spaces in the schools to be educated, eased the burden of school fees and other financial obligations on parents for their children's secondary school education which parents will have paid, provided equitable access to senior high school education for all children in the country and promoted the use of and increase local food production as all schools were supplied with locally produced foodstuffs which the study found.

### **2. What are heads experiences on the effectiveness of free senior high school?**

The study found that financial resources were provided for all schools, instructional materials were provided to the schools to ensure effective teaching and more additional trained teachers were recruited mainly to cope with the increased student enrolment and creation of additional classes. Infrastructure was provided to meet the increased in student population and the additional classes that were created by the policy implementation. To ensure effective teaching and learning in the

schools, individual teachers were assigned to teach subjects in their area of specialisation where they can effectively teach with ease.

### **3 What are heads experiences on the factors militating against effective implementation of the Free Senior High School policy at Kwabre East Municipality?**

The study identified a number of factors that were found to be affecting the successful implementation of the free senior school policy and some required to be addressed as the years progress. The factors identified that could hinder the free school policy implementation includes the inadequacy of infrastructure to accommodate the increased student population, the delay in the release of funds promptly to the schools, the inadequacy of teaching and learning materials supply to the schools, the inadequacy of additional human resources to support the administration of the additional student population and the increased in the heads' workloads with limited resources to manage the schools. Other factors also identified by the study includes the lack of community support for the schools situated within the communities, the insufficient training of teachers to prepare them enough to overcome any potential challenges of the policy prior to the policy implementation and the inadequacy of furniture

### **What strategies can be employed to manage the militating against effective implementation of the Free Senior High School policy?**

There were a number of strategies that the study uncovered that could improve the effectiveness of the implementation of the free senior high school policy. The strategies identified when considered, implemented and strictly monitored by the government and stakeholders in the education sector can sustain the free senior high school policy in the country and improve the quality of teaching and learning which

can make it more attractive and inclusive for all Ghanaians. The strategies that study found includes the provision of additional health facilities and support services for all the schools which could cater for the large student population and able to handle less complicated cases without the need for student referrals to out of campus hospitals, and funds to run the schools day to day activities is very crucial to the quality of education the school can provide to the students and it is therefore essential that funds are promptly released to the schools regularly by the government through the Ghana Education Service. Another strategy the study found is that more teaching and learning materials should be provided to the schools regularly to enhance teaching and learning, as without that good and effective teaching will be impacted which will intend affect the quality of education the students will receive. Again, the government recruiting more well-trained teachers yearly to meet the increased student population is a key strategy to ease the pressure and workloads of the teachers and also improve the teacher to student ratio to enhance effective teaching and learning as students need personal attention to do better.

Involvement of the communities and stakeholders to support the schools in the localities is also a key strategy to keep the schools safe and provides conducive environment for effective teaching and learning to improve the overall quality of education that the students receive. Moreover, when communities are involved in the schools within their catchment area it can help increase access to learning opportunities, boost student retention, promote optimism among teachers, and improve attendance rates of students at school. Another key strategy for the success of the free school policy is the provision of more classroom blocks and furniture for the schools. As the student population continue to increase every year, it is important that the provision of classrooms and furniture keeps up with the yearly increase of student

numbers to prevent overcrowding in the existing classrooms that can impact on effective teaching and learning and can lower the standard of education the students receive. Important strategy the study also identified is to regularly provide in-service training for the teachers in the senior high school to develop the teachers 'skills for effective teaching and learning. In-service training for the teachers in the senior high schools can act as catalyst for teachers' effectiveness in all aspect of the teaching profession. It helps in updating teachers' skills and knowledge for improving teaching and learning which leads to better job performance in the classroom. It provides an important avenue for the teachers to be able to face new challenges and changes in the education worldwide and educational reforms the government may introduce in the future.

### **6.3 Conclusions**

This study investigates the managerial experiences of heads in the implementation of the free senior high school policy in Senior High Schools. Kwabre East Municipality of the Ashanti Region of Ghana was selected as the case study area. All senior high schools in the Municipality were selected for this study. The study found a number of benefits to the citizenry across the country as a result of the implementation of the free senior high school policy. The policy implementation increased teacher recruitments, increased student enrolments, eased burden of school fees and other related fees on parents and improved the infrastructure deficits in all the secondary schools across the country.

The study found that as a result of the free senior high school policy implementation, financial resources were allocated to the schools. The restructuring of the school three-term system to two-semester system with the introduction of the "green" and "gold" streams that enabled all year-round schooling, coupled with the

provision of instructional materials, the creation of additional classes, more recruitments of additional trained teachers and the increase in the teacher to student contact hours helped the second cycle schools to cope with the added or extreme pressures on the senior high schools across the country due to the rapid increase in the student population as a result of the policy implementation.

Several factors that could derail the success and effective implementation of the policy were identified by the study. These factors if not handled carefully and mitigating strategies against these factors implemented as early as practicable as the years progress will not make the free school policy implementation realise its full potential impact on the citizenry and the national developmental agenda as effective as anticipated.

The study, therefore, conclude that for effective implementation of the free senior high school policy, strategies that could be used to mitigate the various factors that militate against the policy should be adopted. It is also imperative to conclude that the implementation of the free senior high school policy have brought about a lot of benefits as discussed and promoted equitable access to senior high school education for both the rich and the needy in the society and across the entire country.

#### **6.4 Recommendations**

Based on the findings of the study and conclusions drawn from them, the following recommendations are made:

- The Kwabre East Municipality Directorate of Education and heads should strengthen and sustain the free senior high school through the provision of the needed resources for its implementation since it was found to have various benefits on students, parents and the society at large.

- The Ghana Education Service and the Kwabre East Municipality Directorate of Education should ensure the provision of adequate financial resources for effective and sustainable implementation of the free senior high school policy.
- The Kwabre East Municipality Directorate of Education and other stakeholders (SMCs, Teachers, Parents, NGOs) in education to address the numerous factors militating against smooth implementation of the senior high school policy.
- Heads of senior high schools should adopt their own localised strategies that could be used to mitigate factors that militate against effective implementation of the policy in the Municipality as revealed by the study.
- The Municipality directorate of education and heads of senior high schools should liaise with the community leaders and stakeholders in the Municipality to see how best they can assist the schools in all aspects of the schools' activities to improve the quality of education in the Municipality.
- Heads of senior high schools together with the Municipality education directorate should engage stakeholders, old student associations, NGOs and other individuals in the Municipality to help fund some projects such as expansion of school clinic facilities that could require urgent attention for the schools but funds from the government may be delayed or not forthcoming as the Municipality would have expected to help the day-to-day smooth administration of the schools in the Municipality.

#### **6.4.1 Suggestions for Further Study**

The study was conducted to investigate managerial experiences of heads in implementing the free school high school policy in Senior High Schools at Kwabre East Municipality of the Ashanti Region of Ghana. Due to time restriction, the study

was limited to only secondary schools in the Kwabre East Municipality with sample size limited to heads and assistants.

The following are suggestions for further studies:

- Due to time and budget limitations the study was limited to heads and their assistance, it is suggested that a further study be carried out to expand the sample size to include all teachers and other support staff in the Kwabre East Municipality who are directly involved in the free senior high schools to ascertain the policy's socio-economic impact in the Municipality.
- Further study is suggested to investigate the managerial experiences of heads, assistants and teachers in implementing the free school high school policy in Senior High Schools in the Kumasi Metropolis and the surrounding Municipalities to assess the impact of the policy in promoting equitable access to education in the metropolis and the surrounding municipalities.
- It is suggested for further study to be conducted to assess the severity of the long-term effects of the factors militating against the policy implementation and its impact on the national developmental agenda if the factors are not tackled head on or address with all the attention may be required.

Municipality

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## **APPENDIX: A**

### **AKENTEN APPIAH-MENKA UNIVERSITY OF SKILLS TRAINING AND ENTREPRENEURIAL DEVELOPMENT-KUMASI DEPARTMENT OF EDUCATIONAL LEADERSHIP INTERVIEW GUIDE FOR RESPONDENTS**

#### **SECTION A**

#### **DEMOGRAPHIC CHARACTERISTICS OF RESPONDENTS**

Please indicate your response to statements by ticking [ $\sqrt{\quad}$ ] the appropriate box.

- What is your gender?
  - a. Male [  ]
  - b. Female [  ]
  
- What is your highest qualification?
  - a. Bachelor's Degree [  ]
  - b. Master's Degree [  ]
  
- How many years have you worked?
  - a. 1-5 years [  ]
  - b. 6-10 years [  ]
  - c. 11-15 years [  ]
  - d. 16-20 years [  ]
  - e. 21-25 years [  ]
  - f. 26-30 years [  ]

## **SECTION B**

### **1. Heads experiences on the benefits of the implementation of the Free Senior High school policy**

How has the implementation of the Free Senior High school policy affected teachers?

How has the implementation of the Free Senior High school policy affected students' enrolment?

How has the implementation of the Free Senior High school policy affected parents?

How has the implementation of the Free Senior High school policy affected entry into to senior high school education?

How has the implementation of the Free Senior High school policy affected local food production?

In your opinion what other benefits are derived from the implementation of the Free Senior High school policy?

## **SECTION C**

### **2. Heads experiences on the effectiveness of the implementation of the Free Senior High School policy**

How are financial resources provided and used for implementing the Free Senior High School policy?

How is the availability of instructional materials for implementing the Free Senior High School policy?

How is the adequacy of trained teachers and availability of classrooms for implementing the Free Senior High School policy?

How is the adequacy of infrastructure teacher specialization in the implementing the Free Senior High School policy?

In your view what are the other managerial experiences of heads on the effectiveness of the implementation of the Free Senior High School policy?

#### **SECTION D**

### **3. Heads experiences on the factors militating against effective implementation of the Free Senior High School policy.**

What is the level of infrastructure in the implementation of the Free Senior High School policy?

How are funds released in the implementation of the Free Senior High School policy?

Are teaching and learning materials adequate in the implementation of the Free Senior High School policy?

What is the level of human resource in the implementation of the Free Senior High School policy?

How is the knowledge of teachers prior to the implementation of the Free Senior High School policy?

What other factors militate against effective implementation of the Free Senior High School policy?

#### **SECTION E**

### **4. Strategies to manage the factors militating against effective implementation of the Free Senior High School policy.**

How can health support services affect the effectiveness of the implementation of the Free Senior High School policy?

How can the release of funds to schools affect the effectiveness of the implementation of the Free Senior High School policy?

How can teaching and learning materials affect the effectiveness of the implementation of the Free Senior High School policy?

How can teachers meet the increased student population for effective implementation of the Free Senior High School policy?

How can the community and stakeholders affect effective implementation of the Free Senior High School policy?

How can teachers be knowledgeable towards effective implementation of the Free Senior High School policy?

In your opinion what other strategies to manage the factors militating against effective implementation of the Free Senior High School policy?

**THANK YOU.**